



Understanding children's work and youth employment outcomes in Uganda

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Understanding Children's Work (UCW) Programme

Villa Aldobrandini

V. Panisperna 28

00184 Rome

Tel: +39 06.4341.2008

Fax: +39 06.6792.197

Email: info@ucw-project.org

As part of broader efforts towards durable solutions to child labor, the International Labour Organization (ILO), the United Nations Children's Fund (UNICEF), and the World Bank initiated the interagency Understanding Children's Work (UCW) Programme in December 2000. The Programme is guided by the Oslo Agenda for Action, which laid out the priorities for the international community in the fight against child labor. Through a variety of data collection, research, and assessment activities, the UCW Programme is broadly directed toward improving understanding of child labor, its causes and effects, how it can be measured, and effective policies for addressing it. For further information, see the project website at www.ucw-project.org.

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LIST OF ABBREVIATIONS

ABEK	Alternative Basic Education for Karamoja
BEUPA	Basic Education for Urban Poor Areas
BTVET	Business Technical Vocational Education and Training
CHANCE	Child Centered Alternative Non-formal Community based Education
CLFZs	Child Labour Free Zones
COFTU	Central Organization of Free Trade Unions in Uganda
COPE	Complementary Opportunities for Primary Education
DEO	District Education Officer
DWCP	Decent Work Country Programme
ECD	Early Childhood Development
ESSP	Education Social Sector Plan
FUE	Federation of Uganda Employers
GEM	Gender Education Movement
IECD	Integrated Early Childhood Development
ILO	International Labour Organization
IYF	International Youth Forum
KCC	Kampala City Council
MDG	Millennium Development Goals
MGLSD	Ministry of Gender, Labour and Social Development
MoES	Ministry of Education and Sports
NAADS	National Agricultural Advisory Services
NAP	National Action Plan
NCLP	National Child Labour policy
NDP	National Development Plan
NFE	Non Formal Education
NOTU	National Organization of Trade Unions
NSPPI	National Social Programme Programme Plan of Interventions
NUSAF	Northern Uganda Social Action Fund
OVC	Orphans and Vulnerable Children
OVC-MIS	OVC-Management Information Systems
OVC-NIU	OVC-National Implementation Unit
SAGE	Social Assistance Grant for Empowerment
SCG	Senior Citizens Grants
SMC	School Management Committee
TRACE	The Right of All Children to Education
UBOS	Uganda Bureau of Statistics
UCW	Understanding Children's Work
UNATU	Uganda National Teachers Union
UNCRC	United Convention on the Rights of the Child
VFG	Vulnerable Families Grant
VGS	Vulnerable Group Support
WFCL	Worst Forms of Child Labour
YEF	Youth Employment Facility
YOP	Youth Opportunities Programme

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CHAPTER 1.

INTRODUCTION

1. Overcoming the twin challenges of child labour and youth employment will be critical to Uganda's progress towards the Millennium Development Goals. Estimates presented in this report indicate that over 2.4 million children aged 6-13 years still work in employment. At the same time, most young people remain trapped in informal sector jobs offering little prospect for advancement or for escaping poverty. The effects of child labour and poor youth employment outcomes are well-documented: both can lead to social vulnerability and societal marginalisation, and both can permanently impair productive potential and therefore influence lifetime patterns of employment and pay.

2. The current report examines the related issues of child labour and youth employment in the context of Uganda. Guided by observed outcomes in terms of schooling, work activities and status in the labour market, the report considers the economic as well as the social determinants of child labour and youth employment. The 2011/2012 *Uganda Labour Force and Child Activities (NLF&CAS)* survey is the primary data source for the report.

3. The report was developed jointly by the Government and the three UCW partner agencies. As such, it provides an important common basis for action in addressing child labour and youth employment issues. Four related objectives are served by the report: (1) improve the information base on child labour and youth employment, in order to inform policy and programmatic responses; (2) promote policy dialogue on child labour and the lack of opportunities for decent and productive work for youth; (3) analyse the relationship between early school leaving, child labour and future status in the labour market; and (4) build national capacity for regular collection and analysis of data relating to child labour and youth employment.

4. The remainder of the report is structured as follows. Chapter 2 reviews the national economic and social context. Chapter 3 of the report focuses on understanding children's work. Section 3.1 presents descriptive data relating to the extent of children's work and to how children divide their time between work and school. Section 3.2 presents descriptive data on children's involvement in household chores. Section 3.3 looks at the nature of children's work and Section 3.4 looks at children's exposure to dangerous conditions in the workplace. Section 3.5 and Section 3.6 assess the impact of children's work on educational and health outcomes, respectively. Section 3.7 employs econometric tools to assess key determinants of children's work and schooling and their implications for policy. Section 3.8 reports estimates of the subset of working children in child labour as defined in national legislation and international legal standards. Finally, Section 3.9 assesses out of school children and the need for second chance learning opportunities.

5. Chapter 4 of the report focuses on understanding youth employment outcomes. Section 4.1 presents an initial descriptive overview of the activity status of Ugandan youth and their situation in the labour market. Section

4.2 employs econometric tools to assess key determinants of youth employment. Sections 4.3 and 4.4 then look at indicators of the success of youth in the labour market, first in terms of access to jobs and then in terms of job quality. Section 4.5 assesses the timing and length of the transition to working life, and the pathways taken in making this transition. Section 4.6 addresses links between human capital levels and youth employment outcomes, as part of a broader discussion on how child labour can affect employment outcomes during youth. Finally, section 4.7 assesses the position of Ugandan youth in the labour market vis-à-vis their adult counterparts.

6. Chapter 5 of the report reviews current national responses to child labour and youth employment concerns. Chapter 6 of the report discusses future policy priorities for accelerating action in the areas of child labour and youth employment.

Panel 1. Understanding Children's Work (UCW) programme

The inter-agency research programme, Understanding Children's Work (UCW), was initiated by the International Labour Organisation (ILO), UNICEF and the World Bank to help inform efforts towards eliminating child labour.

The Programme is guided by the Roadmap adopted at The Hague Global Child Labour Conference 2010, which lays out the priorities for the international community in the fight against child labour.

The Roadmap calls for effective partnership across the UN system to address child labour, and for mainstreaming child labour into policy and development frameworks. The Roadmap also calls for improved knowledge sharing and for further research

aimed at guiding policy responses to child labour.

Research on the work and the vulnerability of children constitutes the main component of the UCW Programme. Through close collaboration with stakeholders in partner countries, the Programme produces research allowing a better understanding of child labour in its various dimensions.

The results of this research support the development of intervention strategies designed to remove children from the world of work and prevent others from entering it. As UCW research is conducted within an inter-agency framework, it promotes a shared understanding of child labour and provides a common platform for addressing it.

CHAPTER 2.

COUNTRY CONTEXT



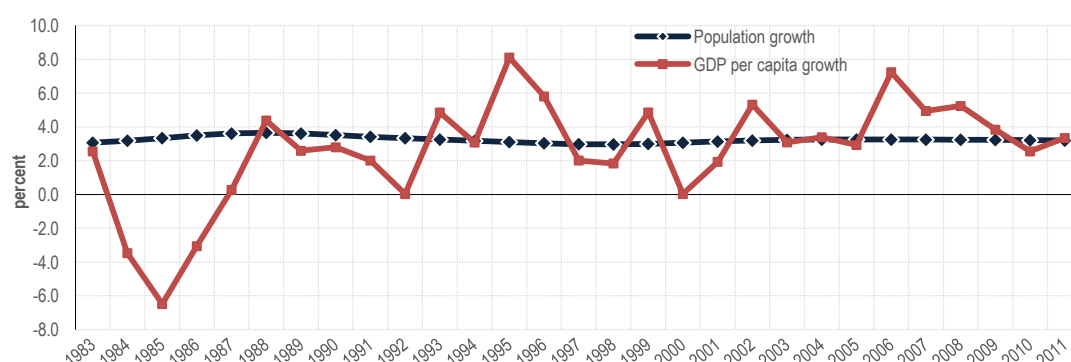
Source: United Nations

1. **Uganda is a landlocked country in East-Central Africa.** Its land mass of about 241,000 square kilometres is bordered by Kenya on the east, South Sudan on the north, Democratic Republic of the Congo on the west, Rwanda on the southwest and Tanzania on the south. The southern part of Uganda shares Lake Victoria with Kenya and Tanzania. The country's terrain is mostly plateau with rim of mountains. Uganda is a well-watered country. About 15 percent of Uganda consists of lakes, rivers and swamps; and about 7 percent comprises highlands. The climate depends on the altitude and includes a tropical zone with two rain seasons from March to June and from August to November; highland and semi-arid climate zones. Arable land accounts for about 28 percent of the total area and permanent crops for over nine percent. Draining of wetlands for agricultural use, deforestation, overgrazing, soil erosion, water hyacinth infestation in Lake Victoria, widespread poaching are among the environmental challenges facing the country. Uganda is divided into four regions, the Northern Region, the Central Region, the Eastern Region and the Western Region, and subdivided into 111 districts. Kampala is the largest city and capital of Uganda.
2. **The country's population of some 35 million is primarily rural – over 80 percent of the total population resides in rural areas.** Population growth represents an important challenge to poverty reduction in Uganda.

Between 2003 and 2011, the population grew at 3.2 percent per year. In 2011, almost half of total population was below the age of 15, meaning dependency rates are very high. Despite the total fertility rate¹ had decreased by one birth over the period from 1991 to 2011, it remains very high, at 6.1 births per woman.

3. During the period from 1992 to 2009, poverty in Uganda decreased by more than half (from 56.4 to 24.5 percent). Poverty is mainly a rural phenomenon: in rural areas 27 percent of people were living below the poverty line in 2009, compared to 9 percent in urban areas. Human development indicators are also generally much better among urban households, but there are some particular problems faced by the urban poor, including the shortage of decent housing and sanitation. Urban poverty also often reflects migration from rural areas and therefore can be addressed partly by making conditions in rural areas better. Estimates from Uganda National Survey show that only 12 percent of households used electricity for lighting in 2009/2010. One of the most serious forms of poverty in Uganda is the living conditions of people in camps. While rigorous data are scarce, some studies have shown alarmingly high rates of malnutrition among persons living in the camps.²

Figure 1. Population growth and GDP per capita growth (annual %), 1983-2011



Source: World Bank, World Development Indicators, Albania and European Union

4. Inequality has decreased in recent years, but remains higher than in the early- and mid-nineties. The Gini coefficient, a measure of consumption inequality, was 37.1 in 1996, rose to 45.8 in 2002 and then fell to 44.3 in 2009. However, there is substantial and growing urban-rural inequality and inequality between regions. In particular, northern Uganda has the highest rate of income poverty at nearly 60 percent, and poverty reduction in north and north-eastern regions has only been marginal (World Bank, 2010).

5. Gender disparities in Uganda persist in many dimensions.³ Women are generally poorer than men, and there are some dimensions of poverty in which women are generally at a disadvantage.⁴ Women participate less in

¹ Total fertility rate is defined as the total number of children born on average to a woman who lives through childbearing age.

² Ministry of Finance, Planning and Economic Development, Poverty Eradication Action Plan (2004/5-2007/8)

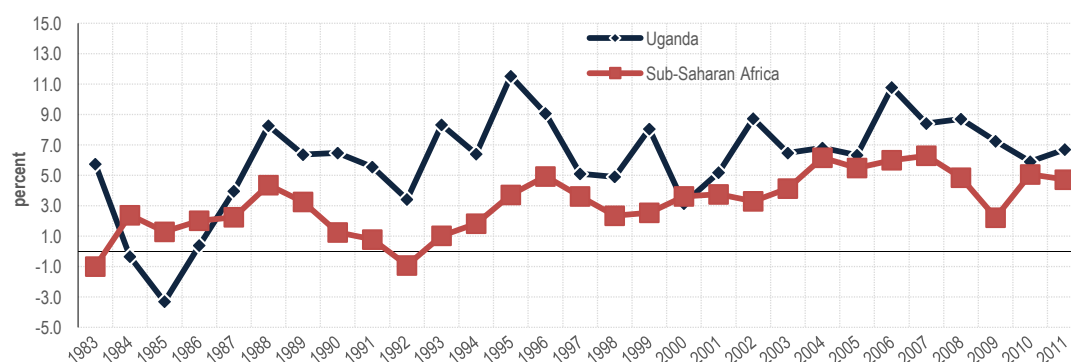
³ This paragraph is drawn primarily from Ministry of Finance, Planning and Economic Development, Poverty Eradication Action Plan (2004/5-2007/8)

⁴ Households headed by female widows are consistently poorer than others, and household headed by married women (probably mostly married to polygamous or absent husbands) are poorer than other households.

the labour market than men, and women's wages have been found to be significantly lower than men's. Women's land rights are limited in Uganda both by inequitable legal structure and by traditional practice. This may be at least partly due to differences in average educational status, or it may reflect labour market institutions that discriminate against women. Women typically work longer hours than men when domestic tasks are considered, and the same pattern holds in the context of children's work. In education, while there is increasing gender equity at the primary school level, large disparities persist at higher levels of schooling. The gender inequality index⁵ was 0.517 in 2011.

5. Uganda has experienced strong economic growth that varied between three percent and 11 percent over the past decade. Growth remained well above the Sub-Saharan Africa average in the face of consecutive exogenous shocks, including the secondary effects of the global economic crisis, bad weather and surges in international commodity prices (World Bank, Uganda). GDP grew by 8.4 percent in 2008, by 5.9 percent in 2010 and by 6.7 percent in 2011 (Figure 1). The positive GDP growth was mainly supported by the services, manufacturing and construction sectors.

Figure 2. GDP growth (annual %), 1983-2011



Source: World Bank, World Development Indicators, Albania and European Union

6. The economy has experienced gradual structural transformation over the past two decades, moving away from subsistence agriculture to a mix of commercial agriculture, services and industry. As share of total output, services increased from 35 percent in 1990 to 51 percent in 2011. Industry as a share of total output increased from 12 percent in 1991 to 25 percent in 2011. Over the same period, agriculture as a share of total output decreased sharply from 53 percent in 1991 to 23 percent in 2011. Nevertheless, the agricultural sector continues dominating in Uganda's economy, accounting for 66 percent of the total employment (2009). Given Uganda's natural competitive advantage of fertile land and a good climate, it is not expected that Uganda will move away from agricultural production altogether, but that it will orientate its agricultural output towards regional and international export. Consequently, Government' agricultural strategy is focusing on the production and processing of agricultural exports, both

⁵ The [Gender Inequality Index](http://hdr.undp.org/en/statistics/gii/) (GII) reflects women's disadvantage in three dimensions—reproductive health, empowerment and the labour market—for as many countries as data of reasonable quality allow. The index shows the loss in human development due to inequality between female and male achievements in these dimensions. Further details are available at <http://hdr.undp.org/en/statistics/gii/>.

traditional exports such as coffee and cotton and non-traditional exports such as horticulture, vanilla and honey.

7. The labour market transition has lagged the structural change of the economy. The Uganda labour market is faced with a widespread problem of mismatch between the education skills of youth and the job market requirements. The high population growth rate has led to a high raise in number of young economically active people who are untrained and unskilled entering the labour market every year with limited job opportunities to absorb them⁶. The bulk of new entrants into the labour market are absorbed by agriculture and by non-wage small enterprises. Youth unemployment in Uganda is the highest in Sub Saharan Africa. Youth aged 15-30 years make up 80 percent of Uganda's unemployed. About 83% of young people aged 18-30 years have no formal employment.

8. In Uganda infrastructure problems represent a major constraint to development. Access to clean water and sanitation remains low in both urban and rural areas. The same is true for access to electricity due to limited national power grid coverage and low generation capacity. In terms of geographical divide, only six percent of the households in the rural areas have access to grid power as compared to 40 percent of urban households.⁷ The vast majority of households use fuelwood or charcoal to meet part of their energy needs.

9. Thanks to significant investments in education, Uganda has made great strides in raising children's school enrolment. The primary net enrolment has hovered above 90 percent in recent years. Higher enrolment has increased literacy; the literacy rate of youths aged 15-24 years has increased from 81 percent in 2002/2003 to 88 percent in 2008. However primary completion rates remain low, due to class repetition and school drop-outs. Further, with the introduction of Universal Primary Education (UPE) in 1997 the number of children attending school increased considerably, leading to very large classes and poorer school quality which affected negatively completion rates. Data on primary education completion indicate that about 47 percent of students leave the system prior to completing the seven grades of the primary cycle (Table 1). An issue associated with low completion rates is that of over age students. Estimates from the 2006 Demographic and Health Survey indicate that 77% of the male primary school students and 74% of the female students were over-age. To address these problems the Government has recently adopted several quality initiatives, policies and curricula reform.

Table 1. Primary school completion 2000 – 2006 ('000 pupils)

PCR	2004	2005	2006	2007	2008	2009
Male	52.7%	53.7%	52.9%	51.4%	51.4%	55.6%
Female	38.6%	42.6%	43.2%	43.3%	44.8%	50.5%
Total	45.5%	48.0%	47.9%	47.3%	48.1%	53.0%

Source: Education Sector Strategic Plan 2004-2015 (EESP)

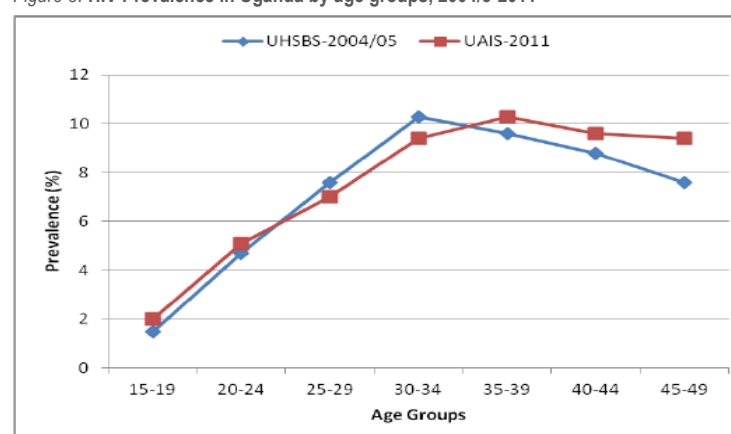
10. Uganda made admirable progress during the 1990s in reducing the spread of HIV/AIDS. The success was due to a variety of measures that enabled changes in sexual behaviour, as well as provision of care and

⁶ The National Employment Policy for Uganda, 2011

⁷ African Development Bank, Uganda Result-Based Country Strategy Paper 2011-2015

support services. The decrease in HIV prevalence was particularly rapid in urban areas. However, the situation has been deteriorating over the last years. Recent estimates indicate that the annual number of new HIV infections in the country increased by 11.4% in the period 2007/08 to 2009/10. In Uganda, the prevalence of HIV is higher among females than males; in 2004/05 it was 7.5% for females and 5.0% for males but in 2011 it had increased to 7.7% for females and 6.7% for males. Prevalence has decreased among adults in the age 25-34 but increased among those in 15-24 and 35-49 age groups. The peak in prevalence was among adults in age group 30-34 in 2004/05 but shifted to those in age group 35-39 by 2011 (Figure 3).

Figure 3. HIV Prevalence in Uganda by age groups, 2004/5-2011



Note: Uganda HIV/AIDS Sero-Behavioral Survey (UHSBS), Uganda AIDS Indicator Survey (UAIS)
Source: Uganda Aids Commission (2012), Global AIDS Response Progress Report

11. Non-monetary indicators of poverty and human development are slowly improving. Life expectancy at birth, for example, increased from 47 years in 1991 to 54 years in 2011, and the under-five mortality rate fall from 176 to 90 per 1,000 live births over the same period. Access to improved sanitation facilities rose from 28 to 34 percent over the period from 1991 to 2010. Uganda's UN Human Development Index (HDI) improved from 0.306 in 1990 to 0.456 in 2012. Notwithstanding this advance, Uganda ranks 161st out of 187 countries in the 2012 Human Development Index.

12. Uganda has made much progress towards many of the Millennium Development Goals (MDGs). Progress has been most impressive in reducing the proportion of the population that lives below the national poverty line and suffers from hunger. Moreover the target of gender parity in primary education has been achieved and the country is also on track to meet targets for access to safe water. In other areas progress has been slow, towards targets such as child mortality, maternal mortality, access to reproductive health and the incidence of malaria and other diseases. In a few cases, as for the target on reversing the spread of HIV/AIDS, there has been a reverse trend over the past years. Although Uganda's fight against the HIV/AIDS epidemic has been seen as one of the world's success stories, progress has stagnated and new infections are on the increase⁸ (Table 2).

⁸ Ministry of Finance, Planning and Economic Development (2010), *Millennium Development Goals Report for Uganda 2010- Special theme: Accelerating progress towards improving maternal health*

Table 2. Summary table of MDG indicators for Uganda

MDG	Indicator	Baseline	Current status	2015 target
1: Eradicate extreme poverty and hunger	1.1 Proportion of population below national poverty line	56% (1992/3)	31% (2005/6)	25%
	1.2 Poverty gap	21 (1992/3)	9 (2005/6)	No target
	1.8 Prevalence of underweight children under-five years of age (percentage below -2 standard deviations of weight for age)	26% (1995)	16% (2005/6)	10%
2: Achieve universal primary education	2.1 Net enrolment ratio in primary education	(all 2000) 86%	(all 2009) 93%	100%
	Boys	89%	96%	100%
	Girls	82%	90%	100%
	2.2 Primary completion rate	63% (2001)	53% (all 2009)	100%
	2.3 Literacy rate of 15-24 year-olds	(all 2002/3) 81%	(all 2008) 88%	No target
3: Promote gender equality and empower women	3.1 Ratios of girls to boys in primary/secondary/tertiary education	(all 2000) 0.93/0.79/0.58	(all 2009) 1.00/0.84/0.79	1.00/1.00/1.00
	3.3 Proportion of seats held by women in national parliament	18% (2000)	30% (2006)	No target
4: Reduce child mortality	4.1 Under-five mortality rate (per 1000 live births)	156 (1995)	137 (2005/6)	56
	4.2 Infant mortality rate (per 1000 live births)	81 (1995)	76 (2005/6)	31
	4.3 Proportion of 1-year-old children immunised against measles	82%	81% (2009)	No target
5: Improve maternal health	5.1 Maternal mortality ratio (per 100000 births)	506 (1995)	435 (2005/6)	131
	5.2 Proportion of births attended by skilled health personnel	38% (1995)	42% (2005/6)	100%
	5.6 Unmet need for family planning	29%	41%	No target
6: Combat HIV/AIDS, malaria and other diseases	6.2 Condom use at last high-risk sex, female/male	39%/61% (2000/1)	35%/57% (2005/6)	70%/73% (2012)
	6.5 Proportion of population with advanced HIV infection with access to antiretroviral drugs	44% (2008)	54% (2009)	80% (2012)
	6.6 Proportion of children under 5 sleeping under insecticide-treated bed nets	8% (2003)	50% (2010)	No target
	6.8 Prevalence rates associated with tuberculosis	652 (2003)	350 (2008)	103
7: Ensure environmental sustainability	7.8 Proportion of population using an improved drinking water source, urban/rural	87%/51% (1999/2000)	87%/64% (2005/6)	100%/70% (2014/15)
	7.9 Proportion of population using an improved sanitation facility, urban/rural	n/a	74%/62% (2007/8)	100%/70% (2014/15)
8: Develop a global partnership for development	8.4 ODA to GDP ratio	8.6% (2005/6)	5.2% (2009/10)	3.7% (2014/15)
	8.12 Stock-outs of tracer drugs	67% (2002/3)	65% (2006/7)	20% (2009/10)
	8.14 Cellular subscribers per 100 population	4.5 (2004)	28.9 (2008)	No target

Source: Ministry of Finance, Planning and Economic Development (2010), *Millennium Development Goals Report for Uganda 2010* Special theme: *Accelerating progress towards improving maternal health*

CHAPTER 3.

CHILDREN'S INVOLVEMENT IN WORK AND SCHOOLING

13. This chapter looks at the time use patterns of children in Uganda, focusing in particular on the extent of children's involvement in work and schooling. The analysis in this and the remaining chapters is based on data from the 2011/2012 Uganda Labour Force and Child Activities Survey (NLF&CAS), a nationally representative household-based survey designed to study the country's labour market across all age groups to provide information on children's activities. The survey collected detailed information on the time uses of children, including their involvement in employment, household chores and schooling, their working hours, workplace hazards and work-related ill health.

14. The chapter focuses primarily on children aged from six years, rather than from five years, as six years is the age at which compulsory schooling begins in Uganda.⁹ The lower bound of six years therefore permits assessing the interplay between employment and schooling.

3.1 Extent of children's employment

Summary

- About 31 percent of children aged 6-13 years, about 2,440,700 children in absolute terms, are in employment
- Aggregate estimates of children's involvement in employment mask significant variation by age, sex, place of residence and migration status, with important implications for policy and targeting.

15. **Children's involvement in employment¹⁰ remains commonplace in Uganda.** About 31 percent of children aged 6-13 years, about 2,440,700 children in absolute terms, are in employment according to NLF&CAS 2011/2012. The share of older, 14-17 year-old, children in employment is much higher at 57 percent. For children from the 14-17 years age group, however, Ugandan legislation only proscribes certain types of employment.¹¹ These aggregate estimates of children's employment mask important differences by age, sex, residence, migration status and other background factors, as discussed further below.

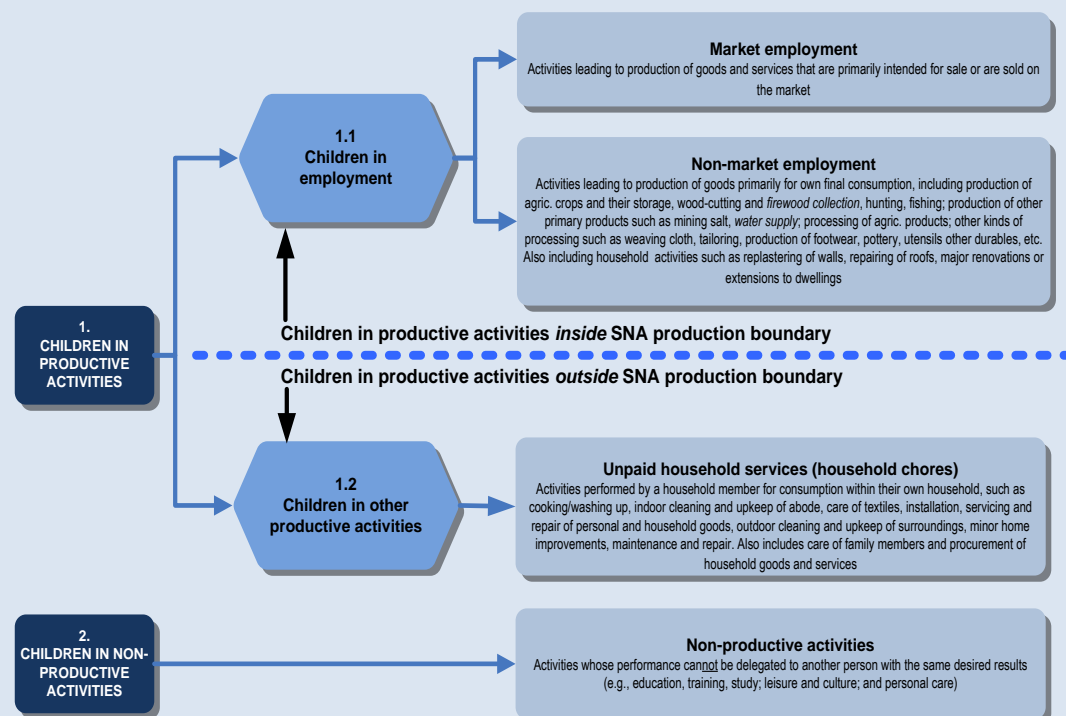
⁹ Statistics on children's involvement in employment from the age of five years are provided in Table A1 in the Statistical Appendix.

¹⁰ *Children in employment* is a broad concept covering all market production and certain types of non-market production (principally the production of goods for own use) (see also Panel 2). It includes forms of work in both the formal and informal sectors, as well as forms of work both inside and outside family settings. For reasons of comparability across countries, the employment definition used in this Report does not include the collection of firewood and water fetching.

¹¹ Involvement in child labour is discussed in further detail in section 3.10 of this report.

Panel 2. Children's work and child labour: A note on terminology

In accordance with the standards for national child labour statistics set at the 18th International Conference of Labour Statisticians (Res. II), this study distinguishes between two broad categories of child workers – children in employment and children in other productive activities. The definition of **children in employment** in turn derives from the System of National Accounts (SNA) (Rev. 1993), the conceptual framework that sets the international statistical standards for the measurement of the market economy. It covers children in all market production and in certain types of non-market production, including production of goods for own use. **Children in other productive activities** are defined as children in productive activities falling outside the SNA production boundary. They consist mainly of work activities performed by household members in service to the household and its members, i.e., household chores.



The term “**child labour**” is used to refer to the subset of children's work that is injurious, negative or undesirable to children and that should be targeted for elimination. It can encompass both children in employment and children in other productive activities. Three main international conventions – the UN Convention on the Rights of the Child (CRC), ILO Convention No. 182 (Worst Forms) and ILO Convention No. 138 (Minimum Age) – provide the main legal standards for child labour and a framework for efforts against it.

Child labour in the context of Uganda is defined primarily by the Employment Act 2006, No. 6 and the Occupational Safety and Health Act No. 9, 2006. The specific statistical definitions employed to measure child labour in the context of Uganda are discussed in section 3.10 of this report. For reasons of comparability across countries, the employment definition used in this report does not include the collection of firewood and water fetching.

16. One way of viewing the interplay between children's employment and schooling is by disaggregating the child population into four non-overlapping activity groups – children in employment exclusively, children attending school exclusively, children combining both activities and children doing neither. This disaggregation shows that about 62 percent of all children aged 6-13 years attend school exclusively while 29 percent of all 6-13 year-olds work while also attending school (Table 3 and Table 4). Only about two percent of children are in employment exclusively, i.e., are working without also going to school, while the remaining seven percent of 6-13 year-olds are not involved in employment or in schooling. In absolute terms, about 143,200 children work exclusively, 4,873,500 attend school exclusively and 2,281,100 children combine schooling and work, while the remaining 513,200 children neither are in employment nor attend school.

Table 3. Child activity status, 6-13 years age group, by sex

Activity status	Male		Female		Total	
	No.	%	No.	%	No.	%
Only employment	82,963	2.1	60,230	1.5	143,193	1.8
Only schooling	2,384,246	61.6	2,489,277	63.2	4,873,523	62.4
Employment and schooling	1,127,094	29.1	1,154,018	29.3	2,281,113	29.2
Neither activity	278,302	7.2	234,905	6.0	513,207	6.6
Total in employment^(a)	1,215,279	31.0	1,225,391	30.8	2,440,670	30.9
Total in school^(b)	3,534,508	90.7	3,656,014	92.5	7,190,522	91.6
Total out-of-school children^(c)	362,059	9.3	297,400	7.5	659,459	8.4

Table 4. Child activity status, 6-13 years age group, by residence

Activity status	Urban		Rural		Total	
	No.	%	No.	%	No.	%
Only employment	9,861	1.0	133,332	2.0	143,193	1.8
Only schooling	852,836	85.4	4,020,687	59.0	4,873,523	62.4
Employment and schooling	95,822	9.6	2,185,291	32.1	2,281,113	29.2
Neither activity	40,083	4.0	473,124	6.9	513,207	6.6
Total in employment^(a)	106,027	10.5	2,334,643	33.9	2,440,670	30.9
Total in school^(b)	956,211	95.0	6,234,311	91.1	7,190,522	91.6
Total out-of-school children^(c)	50,665	5.0	608,793	8.9	659,459	8.4

Notes : (a) Refers to all children in employment, regardless of school status; (b) refers to all children attending school, regardless of employment status; and (c) refers to all children out of school, regardless of employment status.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

17. Activity patterns differ somewhat for children in the 14-17 years age group. A smaller share of this group is in school exclusively (40 percent) and a greater share is in employment exclusively (14 percent) (Table 5 and Table 6). This is not surprising, as compulsory school ends at age 12 years, so by the age of 14 many children may have already transitioned to work. By the age of 17 years, 24 percent of children are in employment exclusively, 37 percent are in school exclusively and 34 percent are combining employment and schooling. School to work transitions, and youth employment outcomes more generally, are taken up in Chapter 4 of this report.

Table 5. Child activity status, 14-17 years age group, by sex

Activity status	Male		Female		Total	
	No.	%	No.	%	No.	%
Only employment	246,693	14.4	215,062	12.9	461,755	13.7
Only schooling	658,377	38.3	679,323	40.9	1,337,700	39.6
Employment and schooling	756,653	44.0	697,837	42.0	1,454,490	43.0
Neither activity	57,576	3.4	70,940	4.3	128,516	3.8
Total in employment^(a)	1,009,937	58.5	918,457	54.9	1,928,395	56.7
Total in school^(b)	1,423,530	82.4	1,378,977	82.8	2,802,507	82.6
Total out-of-school children^(c)	304,269	17.6	286,002	17.2	590,271	17.4

Table 6. Child activity status, 14-17 years age group, by residence

Activity status	Urban		Rural		Total	
	No.	%	No.	%	No.	%
Only employment	61,050	12.3	400,706	13.9	461,756	13.7
Only schooling	312,172	62.9	1,025,529	35.5	1,337,701	39.6
Employment and schooling	88,171	17.8	1,366,319	47.3	1,454,490	43.0
Neither activity	34,859	7.0	93,657	3.2	128,516	3.8
Total in employment^(a)	149,221	30.0	1,779,174	61.3	1,928,395	56.7
Total in school^(b)	405,716	80.9	2,396,792	82.9	2,802,508	82.6
Total out-of-school children^(c)	95,908	19.1	494,362	17.1	590,270	17.4

Notes: (a) Refers to all children in employment, regardless of school status; (b) refers to all children attending school, regardless of employment status; and (c) refers to all children out of school, regardless of employment status.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Panel 3. Orphanhood and children's activities

Orphanhood is very common in Uganda, a result in part of the HIV/AIDS crisis.¹² Estimates from NLF&CAS 2011/2012 indicate that about 1,240,700 Ugandan children aged 6- 13 years are maternal,¹³ paternal¹⁴ or double orphans,¹⁵ accounting for about 16 percent of this age group (Panel Table A). An additional large number of the children, 836,600, or 11 percent of the 6-13 years age group, are in a fostering arrangement. Fostering arrangements refer to situations in which both parents are alive but the child is being fostered in another household, usually headed by a grandparent or by another relative.

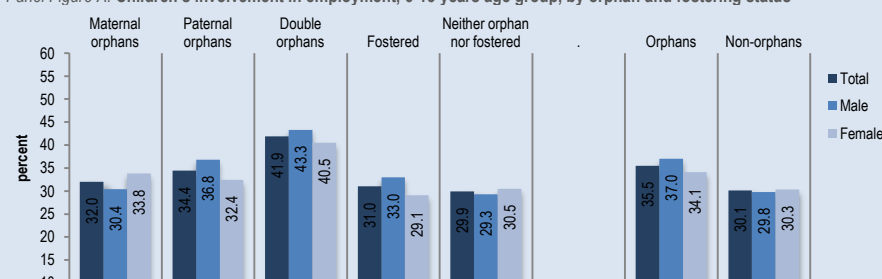
Table 7. **Panel Table A. Orphan status, children aged 6-13, by sex**

Orphan status	Male		Female		Total	
	No.	%	No.	%	No.	%
Maternal orphan	110,187	2.8	106,333	2.7	216,520	2.8
Paternal orphan	345,697	8.9	422,538	10.7	768,235	9.8
Double orphan	129,710	3.3	126,178	3.2	255,888	3.3
Non orphan	3,306,351	85.0	3,300,701	83.4	6,607,052	84.2
Fostered	399,102	10.2	437,520	11.1	836,622	10.6

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

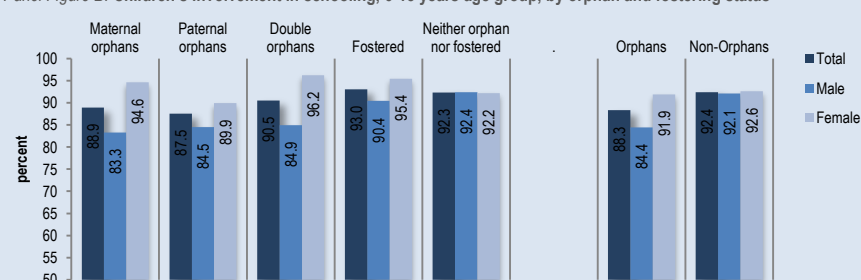
A higher share of orphaned children are involved in employment (Panel Figure A). The rate of involvement in employment is more than five percentage points higher for children who have lost one or both of their parents compared to children who are not orphans (35 versus 30 percent). Double orphans appear particularly at risk - their involvement in employment is 12 percentage points higher than that of non-orphans. There is a lower share of orphaned children attending school. Differences between orphans and non-orphans in this regard are large, especially for boys. The attendance rate of orphan boys is almost eight percentage points lower than that of boys who are not orphans. Worst off in terms of school attendance are boys who have lost their mother (Panel Figure B).

Panel Figure A. Children's involvement in employment, 6-13 years age group, by orphan and fostering status



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Panel Figure B. Children's involvement in schooling, 6-13 years age group, by orphan and fostering status



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Children in fostering arrangements do not appear similarly disadvantaged. Only a very marginally higher share of fostered children are in employment compared to children who are neither fostered nor orphaned. Girls in fostering arrangements actually have a higher attendance rate than girls who are neither orphaned nor fostered, while fostered boys' attendance rate is only slightly lower than that of other children.

It is important to note, however, that regression results do *not* suggest that orphaned children are at greater risk of employment and denied schooling when other child-, household- and community-related background variables are controlled for (Table 11). This suggests that the conditions in which orphaned children find themselves (e.g., household poverty), rather than orphanhood *per se*, explain the difference in the employment and school attendance between orphans and non-orphans.

¹² There were 1,100,000 children under the age of 18 who had lost one or both parents due to AIDS in the 2011 reference year. Source: UNAIDS.

¹³ Mother deceased.

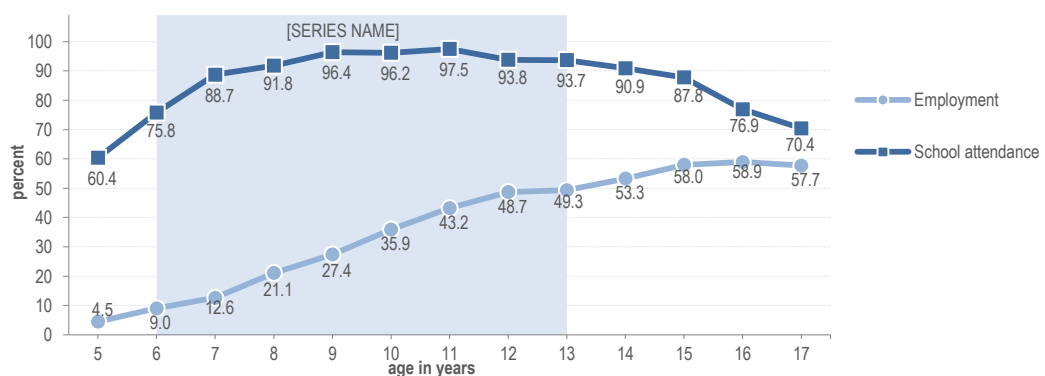
¹⁴ Father deceased.

¹⁵ Both parents deceased.

18. Children's involvement in work rises with age. This pattern is undoubtedly in large part the product of the fact that children's productivity (and therefore the opportunity cost of keeping them in school) rises as they grow older. The percentage of children in employment rises steeply with age, especially from seven years of age onwards, reaching more than 49 percent at age 13 years (Figure 4). Numbers of very young children in work are nonetheless far from negligible. Already at age six years, almost one in ten children, are involved in employment. Involvement in schooling peaks in the age range of 9-11 years at almost 97 percent and decreases thereafter as children drop out to work in employment and/or to undertake a greater share of household chores. The move out of schooling, therefore, begins prior to the end of compulsory schooling, as illustrated in Figure 4.¹⁶

Figure 4. Children's involvement in employment rises with age

Percentage of children in employment and in education, by age



Notes: (a) Compulsory schooling consists of a seven-year primary cycle

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

19. Children's involvement in employment does not differ appreciably by sex in Uganda. Girls aged 6-13 years are as likely to work as boys in the same age range (31 percent) (Table 3). School attendance also differs little by gender; the school attendance rate of girls is higher than that of boys by less than two percentage points. But in interpreting these figures it is worth recalling that household chores, such as child care performed within one's own home, a form of work in which girls typically predominate, are not considered in the estimates. It is also worth underscoring that girls are often disproportionately represented in less visible and therefore underreported forms of child labour such as domestic service in third party households. Employment estimates, therefore, may understate girls' involvement in employment relative to that of boys.

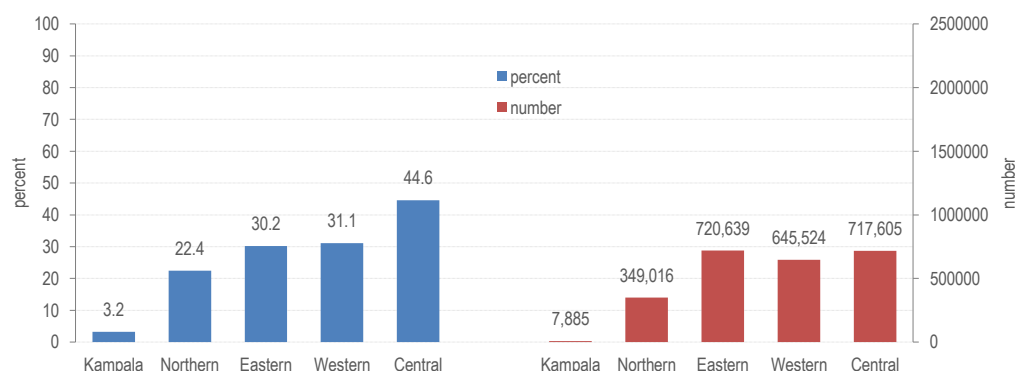
20. Children's employment in Uganda is prevalently a rural phenomenon. Children in rural areas are three times more likely to be in employment than their peers in cities and towns (34 percent against 11 percent) (Table 4). The rural nature of children's employment is even more evident in absolute terms: rural children in employment number 2,334,600 while their counterparts in cities and towns number only 106,000. Explanations of the marked rural-urban difference in children's employment are the large

¹⁶ It is important to highlight that Uganda has free and compulsory primary education up to and including age 12 years, but the general minimum age for work is 14 years, which creates a gap between the minimum age for work and the ending age for compulsory education. Children aged 13 years are not required to be attending school but are not legally permitted to be engaged in work other than "light" work.

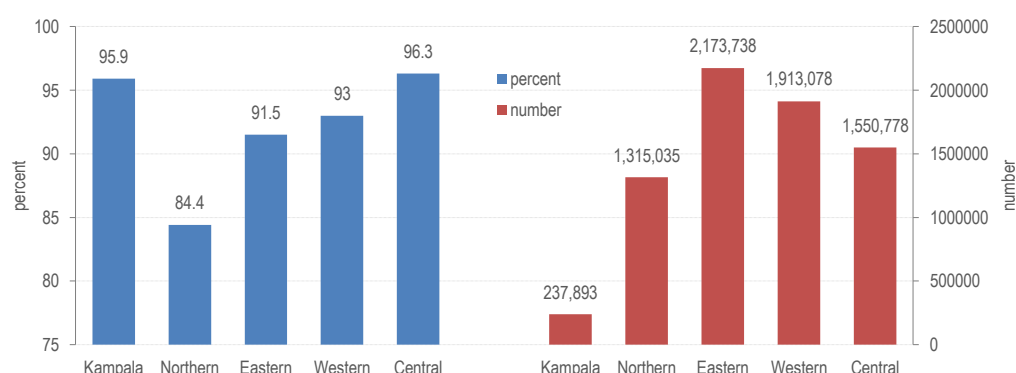
participation of children in subsistence agriculture and the fact that over 80 percent of Uganda's total population resides in rural areas. Rural children are also disadvantaged in terms of their ability to attend school. Overall, the school attendance rate of rural children is about four percentage points less than that of urban children for the 6-13 years age group (Table 4).

Figure 5. Children's involvement in employment varies by region of residence

(a) Percentage and number of children in employment, 6-13 years age group, by region



(b) Percentage and number of children attending school, 6-13 years age group, by region

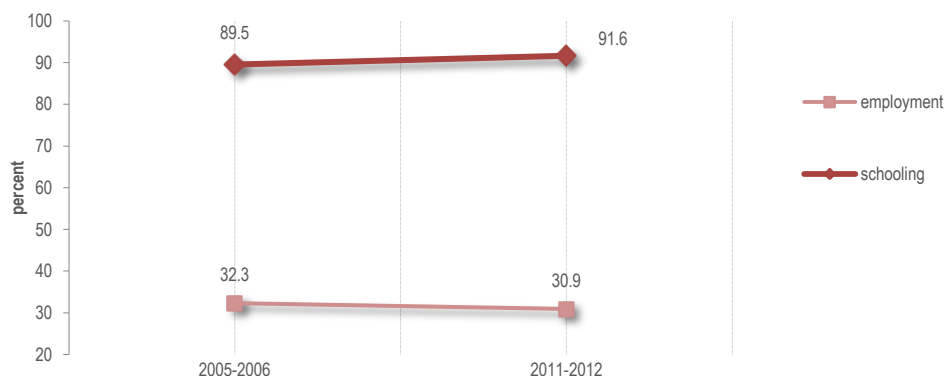


Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

21. Children's involvement in employment varies considerably by region of residence. Sub-national data reported in Figure 5 point to large differences in children's employment across regions, underscoring the need for the geographic targeting of child labour elimination efforts. In Kampala, the largest city and capital of Uganda, only three percent of children are in employment against 30 percent in Eastern region, 31 percent in Western region and 45 percent of children in the Central region. Seen in absolute terms, the largest numbers of children in employment also found in the Eastern, Western and Central regions. Variations by region in terms of school attendance are also large; school attendance ranges from 84 percent in the Northern Region to almost 96 percent in the Central Region.

22. Uganda has seen only small progress against children's employment in recent years. A comparison of the results of the Uganda National Household Survey (UNHS), 2005/2006 and the Uganda Labour Force and Child Activities Survey (NLF&CAS) permits a view of the trends underlying the static picture of children's involvement in employment and schooling presented above. These trends, reported in Figure 6, indicate a decrease in children's employment in the period 2005/2006-2011/2012 by 1.4 percentage points. The reduction in children's employment has been accompanied by an almost equivalent increase in the school attendance rate.

Figure 6. Changes in the children's involvement in employment and schooling, 6-13 years age group, 2005-2012



Source : UCW calculations based on Uganda National Household Survey (UNHS), 2005/2006 and Uganda Labour Force and Child Activities Survey (NLF&CAS)

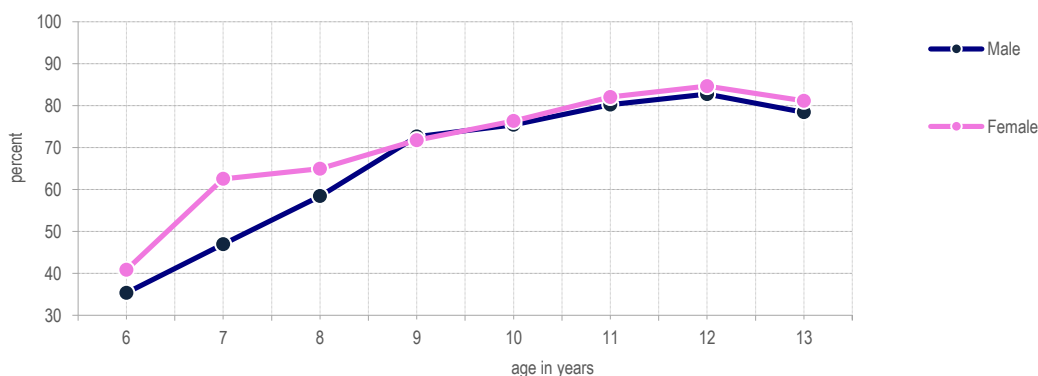
3.2 Children's household chores

Summary

- Around seven of ten children aged 6-13 years perform household chores as part of their daily lives, adding to their total work burden.
- Twenty-five percent of children face the triple burden of employment, household chores and schooling, with obvious consequences on their time for study, rest and leisure.

23. A large proportion of Ugandan children also work in unpaid household services (i.e., household chores). Around seven of ten children aged 6-13 years perform household chores as part of their daily lives according to NLF&CAS 2011/2012. This category of production falls outside the international System of National Accounts (SNA) production boundary and is typically excluded from published estimates of child labour (see Panel 3 on terminology). A higher share of girls than boys perform chores, although the difference by sex in involvement in chores is not large up to the age of 13 years (Figure 7). Performing household chores is more common among rural children than among children living in towns or cities (not shown). This result is likely attributable in part to the better coverage and closer proximity of basic services in urban areas, which in turn means that there is less need for children to perform some types of chores.

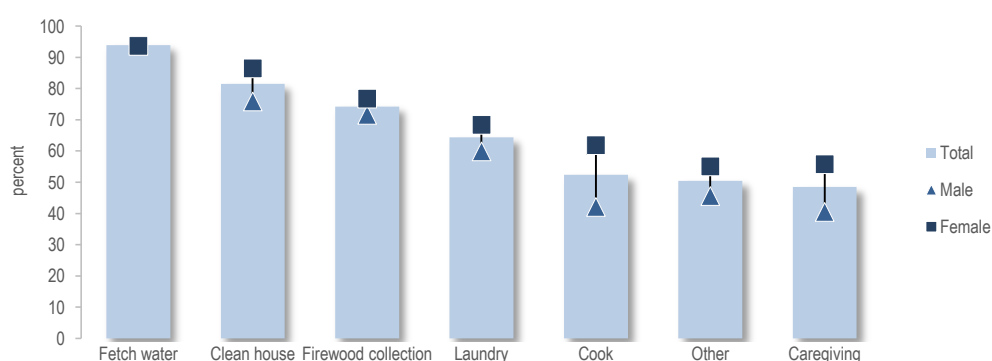
Figure 7. Participation in household chores, by sex and age



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

24. Fetching water, cleaning and collecting firewood are the most common forms of chores performed by children (Figure 8). Fetching water and firewood collection appear to be activities assigned to male and female children in equal proportion. Gender-based differences are clearer for other types of chores – girls are much more likely than boys to be assigned responsibility for chores such as cleaning, cooking and caregiving. A much larger share of children in rural areas are given the task of collecting firewood, which highlights the fact that many in rural areas people are unable to access modern types of energy and must instead rely on wood. It is worth noting that the chore listed in Figure 8 and Figure 9 are not mutually exclusive – indeed, most children performing chores are responsible for more than one type of chore within the household.

Figure 8. Types of household chores performed by children, 6-13 years age group, by sex



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

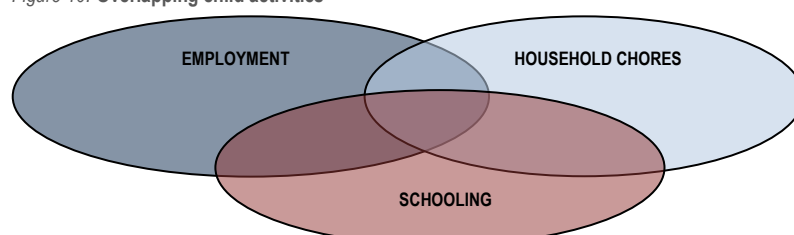
Figure 9. Types of household chores performed by children, 6-13 years age group, by residence



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

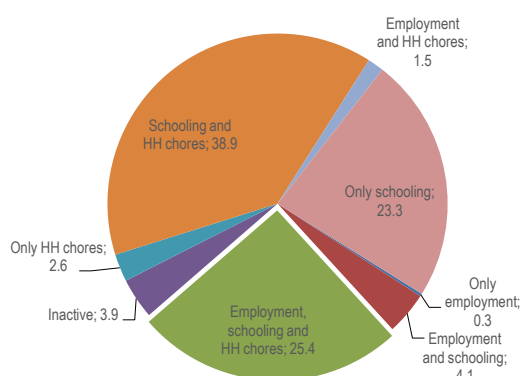
25. Considering household chores adds another layer of complexity to the discussion of children's time use. Children may perform chores in combination with school, employment or in combination with both school and employment (Figure 10). This more complex – but also more comprehensive – picture of children's activities is depicted in Figure 11.

Figure 10. Overlapping child activities



26. The most striking finding when children's activities are looked at comprehensively is the very large group of children performing "triple duty", i.e., both economic activity and household chores while also attending school. Twenty-five percent of children face this triple burden of employment, household chores and schooling, with obvious consequences on their time for study, rest and leisure. An additional 39 percent of children performs household chores while also attending school. Only 23 percent of children, by contrast, are able to attend school unburdened by any work responsibilities. About four percent of Ugandan children are completely inactive, i.e., not attending school or performing any form of productive activity.¹⁷

Figure 11. Child activity status when household chores are also taken into consideration, 6-13 years age group



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Panel 4. Household chores and the measurement of child labour

Children's involvement in household chores is also important to the discussion of children's work. While boys tend to outnumber girls in employment, this pattern is reversed when looking at household chores. The gender implications of these differing patterns for child labour measurement are clear – excluding household chores from consideration as child labour understates girls' involvement in child labour relative to boys.

But how should child labour in household chores be measured? There are unfortunately no clear measurement criteria yet established. The resolution on child labour measurement emerging from the 18th ICLS recommends considering hazardous household chores as child labour for measurement purposes, and, in line with ILO Recommendation No. 190, cites household chores "performed (a) for long hours, (b) in an unhealthy environment, involving unsafe equipment or heavy loads, (c) in dangerous locations, and so on" as general criteria for hazardousness.

But the resolution contains no specific guidance in terms of what, for example, should constitute "long hours" or "dangerous locations" for measurement purposes, and states that this as an area requiring further conceptual and methodological development.

Some published statistics on child labour apply a time threshold of 28 hours, beyond which household chores are classified as child labour. But this threshold, while useful in advocating for the inclusion of household chores within statistical definitions of child labour, is based only on preliminary evidence of the interaction between household chores and school attendance, and does not constitute an agreed measurement standard.

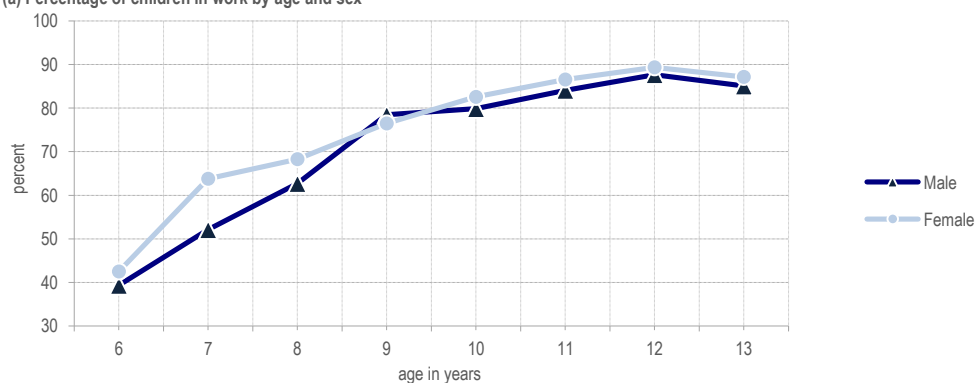
At the same time, considering all children spending at least some time performing household chores as child labourers would clearly be too inclusive, as helping out at home for limited amounts of time is considered a normal and beneficial part of the childhood experience in most societies.

Source: UCW, 2010. *Joining forces against child labour: Inter-agency report for The Hague Global Child Labour Conference of 2010. Understanding Children's Work (UCW) Programme* – Geneva: ILO, 2010.

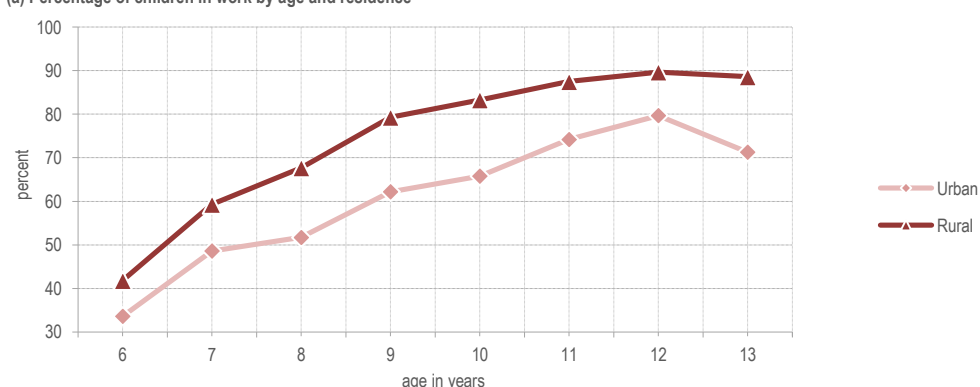
¹⁷ It is likely that at least some in this putatively inactive group is in reality performing worst forms of work other than hazardous, which are not captured by the household survey.

Figure 12. Children's total work involvement, by age, sex and place of residence

(a) Percentage of children in work by age and sex



(a) Percentage of children in work by age and residence



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

27. Involvement in work rises to 73 percent among Ugandan 6-13 year-olds, over 5.6 million in absolute terms, using a combined measure of work.¹⁸ This measure simply combines involvement in economic and non-economic activity as defined in the 2011/2012 Uganda Labour Force and Child Activities Survey questionnaire, i.e., children spending at least one hour in employment during the week prior to the survey and/or some time on household chores in the week prior to the survey. Girls' work involvement using this combined measure exceeds that of boys at almost every age (Figure 12). Differences are larger by residence; indeed in rural areas children are consistently more likely to be involved in some combination of employment and household chores.

¹⁸ Developing such a combined measure, however, is not straightforward, as it requires decisions concerning how a unit of time in chores should be weighted vis-à-vis a unit of time in employment. This remains an area of some debate, as underlying it is the question of whether housework has similar implications on child welfare as work in employment.

3.3 Nature of children's work

Summary

- Working children are concentrated primarily in unremunerated family work in the agriculture sector.
- Dangerous conditions are alarmingly common in the workplaces where children are found in Uganda

28. Information on the various characteristics of children's work is necessary for understanding the nature of children's work and children's role in the labour force. This section presents data on broad work characteristics that are useful in this context. For children's employment, the breakdown by industry¹⁹ is reported in order to provide a standardised picture of where children are concentrated in the measured economy. A breakdown by children's status in employment is also reported to provide additional insight into how children's work in employment is carried out. Average working hours are also reported to provide an indirect indication of the possible health and educational consequences of children's work.

29. **The agriculture sector accounts for almost all of children's employment in Uganda.** Figure 13, which reports the composition of children's employment by sector and status, indicates that 96 percent of employed children aged 6-13 years work either in market-oriented (53 percent) or subsistence agriculture (43 percent).²⁰ The small remaining fraction of children in employment (four percent) are distributed across commerce, manufacturing and services. Those in services, include children working as domestic servants, a group particularly vulnerable to exploitation and abuse (see Panel 5). In terms of status in employment, the overwhelming majority

Panel 5. Child domestic servants are especially vulnerable to exploitation and abuse

Children working as domestic servants are especially vulnerable to exploitation and abuse in Uganda. These children commonly lack clear terms of service, work long hours with little or no remuneration, lack opportunities for education, are given insufficient food, and risk sexual exploitation and physical abuse from their employers.

In 2011/2012, according to the Uganda Labour Force and Child Activities (NLF&CAS) survey, 1.6 percent of children aged 5-17 years in employment were domestic workers, 67,900 in absolute terms. The share of domestic workers among employed girls stood at 2.1 percent while that of boys at 1.0 percent. Girl domestic workers logged an average 80 hours per week in domestic service, while boys an average of 39 hours. Only eight percent of girl domestic workers were attending school in combination with work.

It is important to highlight that these estimates represent an underestimation of the phenomenon. The effective measurement of child domestic workers is complicated by the fact that they work in private homes, hidden from public scrutiny and under a variety of formal and informal work arrangements. Confusion can also occur in drawing the line between involvement in household chores in a child's own home and situations of child domestic work, as many child domestic workers are not remunerated directly but instead provided with lodging, food, clothing, and sometimes schooling in exchange of many hours a day in housework.

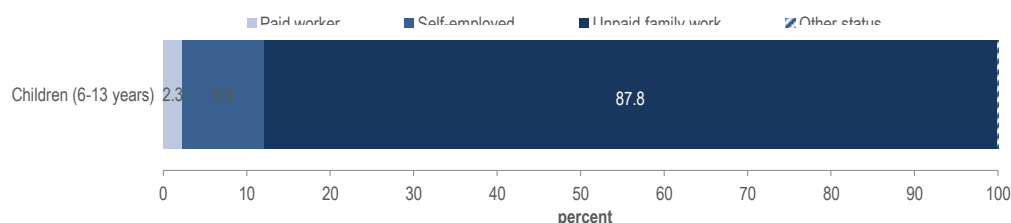
¹⁹ Based on the International Standard Industrial Classification of All Economic Activities (ISIC Rev. 4)

²⁰ The is divided in two components: subsistence agriculture and totally or partially market-oriented agriculture. Subsistence farming consists in agricultural production that is oriented almost exclusively towards household consumption. It is typically characterized by low-input use, consisting mainly in family labour and land, and by low output per unit of land. The term subsistence agriculture is not clear-cut, as it implies the identification of a certain threshold of marketed agriculture production, ranging from 0 percent to 100 percent (called "degree of subsistence"), beyond which agriculture passes from being of subsistence nature to being commercial. Subsistence agriculture is defined in this report as a form of farming where all production is consumed by the household itself. A strict definition is used, which excludes households producing mainly for household consumption but partly for sale/barter, as the data does not provide information on the percentage of the household agricultural production which is marketed. For this reason the figures on subsistence agriculture presented in this report are likely to be underestimated.

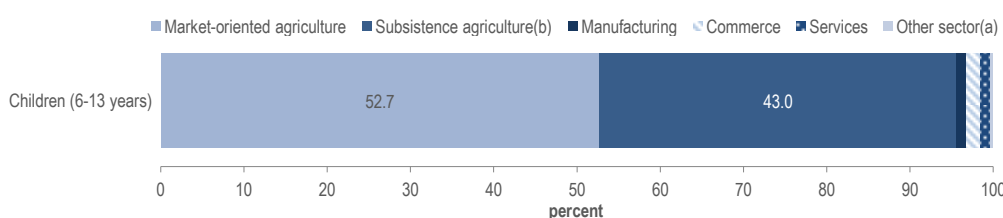
of children in employment (88 percent) work for their families as unpaid labourers. Almost ten percent of the remaining children are in self-employment and two percent are in paid work.

Figure 13. The largest shares of working children are in the agriculture sector and in unpaid family work

(a) Status in employment (% distribution)



(b) Sector of employment (% distribution)



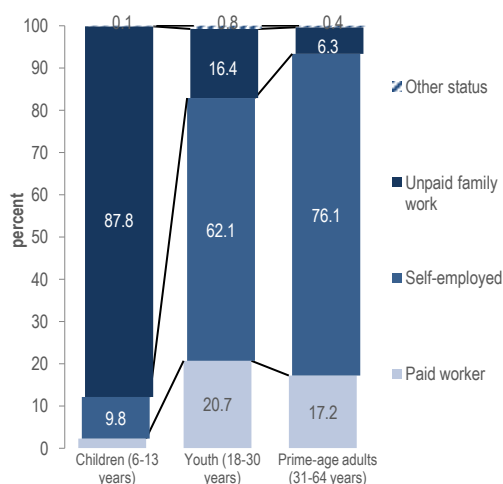
Notes: (a) The category "Other" includes mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies; (b) The category "subsistence agriculture consists of work on household farms exclusively for the household's final consumption, while the category "market-oriented agriculture" consists of work on farms that are totally or partially market-oriented.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

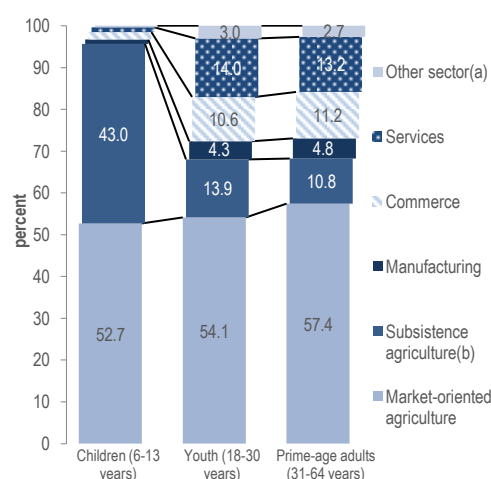
30. The composition of children's employment differs substantially from that of youth (i.e., 18-30 year-olds) and prime-age adults (i.e., 31-64 year-olds). As also reported in Figure 14, child workers are much more concentrated in unpaid family work and are much more specialised in subsistence agriculture relative to older segments of the labour force.

Figure 14. The largest shares of working children are in the agriculture sector and in unpaid family work

(a) Status in employment (% distribution), by age range



(b) Sector of employment (% distribution), by age range



Notes: (a) The category "Other" includes mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies; (b) The category "subsistence agriculture consists of work on household farms exclusively for the household's final consumption, while the category "market-oriented agriculture" consists of work on farms that are totally or partially market-oriented.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

31. The nature of children's employment appears to depend to an important extent on their residence. Agriculture not surprisingly predominates in rural areas, although it is extensively practised by children in urban areas as well (Table 8). Commerce and services play a relatively more important role in

urban areas. In terms of status in employment, urban children are more likely than their rural peers to be in paid and self employment, although unpaid family work predominates for urban and rural children alike. There are also differences in terms of nature in employment between male and female children, but these differences are not large (Table 8).

Table 8. Sector and status of children in employment, 6-13 years age group, by residence and sex

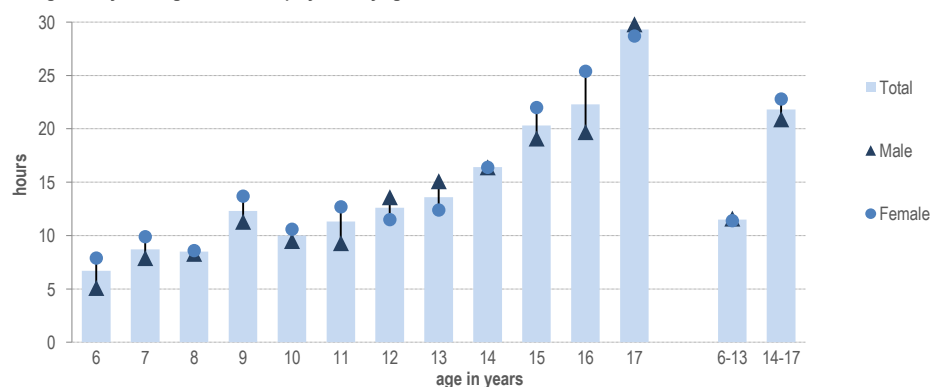
Sector and status		Residence		Sex		Total
		Urban	Rural	Male	Female	
Sector of employment	Market-oriented agriculture ^(b)	31.7	53.6	51.2	54.1	52.7
	Subsistence agriculture ^(b)	47.0	42.8	43.7	42.2	43.0
	Manufacturing	2.0	1.1	1.3	0.9	1.1
	Commerce	7.6	1.5	1.9	1.7	1.8
	Services	10.0	0.8	1.5	0.8	1.2
	Other sector ^(a)	1.7	0.3	0.5	0.2	0.4
	Total	100	100	100	100	100
Status in employment	Paid worker	7.0	2.1	3.6	1.0	2.3
	Self-employed	8.8	9.9	9.2	10.4	9.8
	Unpaid family work	81.7	88.1	87.0	88.6	87.8
	Other status	2.5	0.0	0.3	0.0	0.1
	Total	100	100	100	100	100

Notes: (a) The category "Other" includes mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies; (b) The category "subsistence agriculture consists of work on household farms exclusively for the household's final consumption, while the category "market-oriented agriculture" consists of work on farms that are totally or partially market-oriented.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

32. Uganda children aged 6-13 years in employment log an average of over 12 working hours per week. The time intensity of work rises with age, from seven hours at age six years to 14 hours at age 13 years (Figure 15). Differences in the time intensity of work are small between male and female children in employment in the 6-13 years age range. Not surprisingly, working hours are strongly negatively correlated with school attendance: the small group of non-students in employment puts in 18 more working hours each week than students in employment (28 hours versus 10 hours) (Table 9). In interpreting these figures on working hours, it is worth recalling that many children in employment also spend a non-negligible amount of time each week performing household chores, adding to the overall time burden posed by work (see below).

Figure 15. In Uganda children aged 6-13 years in employment log an average of over 12 working hours per week
Average weekly working hours^(a) in employment, by age and sex



Notes: (a) Weekly working hours do not cover employed working in subsistence agriculture.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Table 9. Average weekly working hours^(a) in employment, children aged 6-13 years, by sex, residence and schooling status

		Schooling status		Total ^(b)
		Employment exclusively	Employment and schooling	
Sex	Male	28.0	10.1	11.5
	Female	27.6	10.3	11.5
Residence	Urban	28.9	13.9	16.3
	Rural	27.7	10.1	11.3
Total		27.8	10.2	11.5

Notes: (a) Weekly working hours do not cover employed working in subsistence agriculture. (b) Refers to all those in employment, regardless of schooling status.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

33. The time intensity of children's employment varies somewhat across different work categories (Table 10). Differences in working hours across sectors of work are considerable – the average working week is longest in the commerce sector (22 hours), followed by services (21 hours), manufacturing (20 hours) and agriculture (11 hours). The time intensity of children's employment also appears to be influenced by status in employment. Children in paid work, for example, log an average of 21 hours per week, about 11 hours more than their peers in unpaid family work. There are not big differences by sex and residence in the hours devoted to work across employment sectors and statuses, with the exception of paid workers in urban areas, who work an average of 15 hours more than those in rural areas.

Table 10. Average weekly working hours^(a) in employment, 6-13 years age group, by sector, status, sex and residence

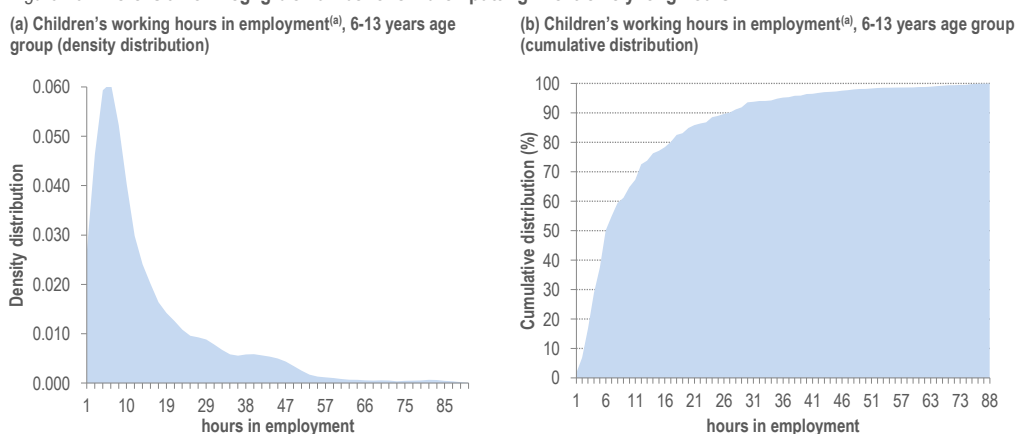
Category		Total	Sex		Residence	
			Male	Female	Urban	Rural
Sector	Agriculture ^(b)	10.6	10.6	10.5	8.4	10.6
	Manufacturing	19.8	17.2	23.5	15.5	20.1
	Commerce	21.8	19.1	24.9	36.5	18.4
	Services	21.1	20.1	22.8	25.3	18.6
	Other sector ^(c)	27.5	27.8	26.6	14.9	30.1
Status	Paid worker	21.1	20.9	21.6	33.7	19.1
	Self-employed	14.5	13.6	15.3	11.8	14.6
	Unpaid family work	10.2	10.0	10.4	10.6	10.2

Notes: (a) Weekly working hours do not cover employed working in subsistence agriculture. (b) The category "Other sector" includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

34. A significant number of Uganda children put in extremely long working hours. This point is illustrated by Figure 16 which reports the density distribution and the cumulative distribution of working children by working hours. The density distribution of children in employment indicates that while working children are clustered in the range of hours per week below 14 hours, there is a non-negligible number of working children in the "tail" of the distribution performing long working hours. Similarly, the cumulative distribution of children by working hours shows that eight percent children in employment log at least 30 hours per week and that four percent, some 51,200 in absolute terms, put in more than 40 hours per week. These are among the worst off working children, as their work responsibilities preclude their rights to schooling, study, leisure and adequate rest. Their prolonged exposure to workplace risks also undoubtedly increases their susceptibility to work-related sickness and injury.

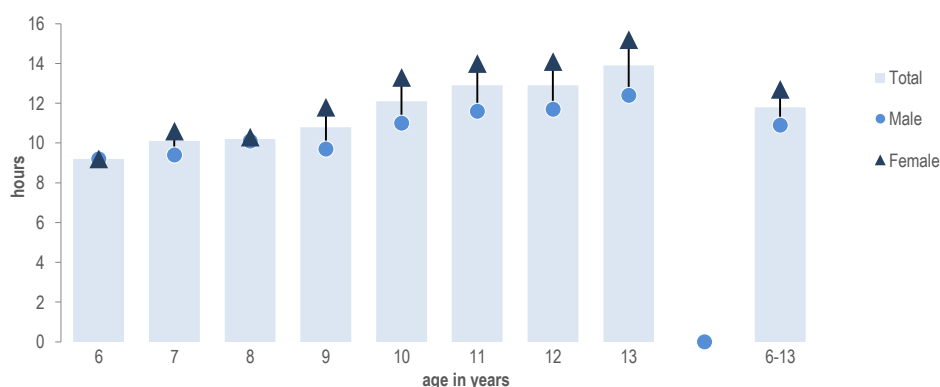
Figure 16. There is a non-negligible number of children putting in extremely long hours



Notes: (a) Weekly working hours do not cover employed working in subsistence agriculture.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

35. Many children also spend a significant amount of time each week performing household chores, adding to the overall time burden posed by work. Children aged 6-13 years performing household chores do so for almost 12 hours a week on average (Figure 17). Girls spent on average almost two hours more per week on domestic duties than boys. Household chores are somewhat less burdensome for young children than for their older counterparts. Children aged six years log an average of nine hours of chores each week, while children aged fourteen years spend an average of 14 hours each week performing chores.

Figure 17. Average weekly working hours in household chores, by age and sex



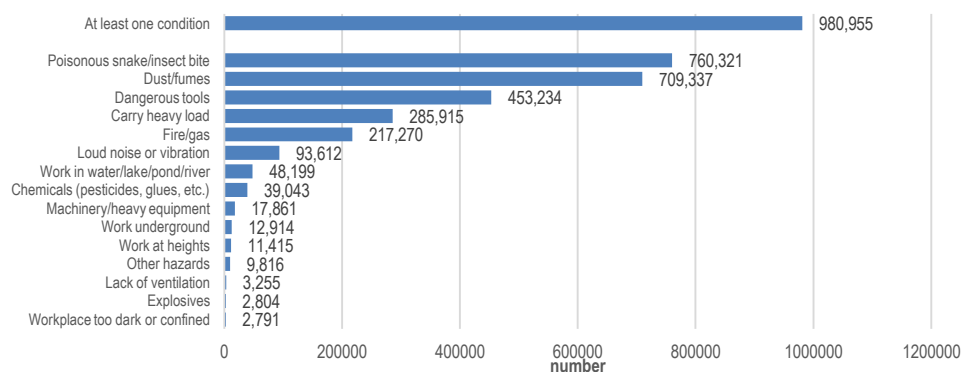
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

3.4 Exposure to dangerous workplace conditions

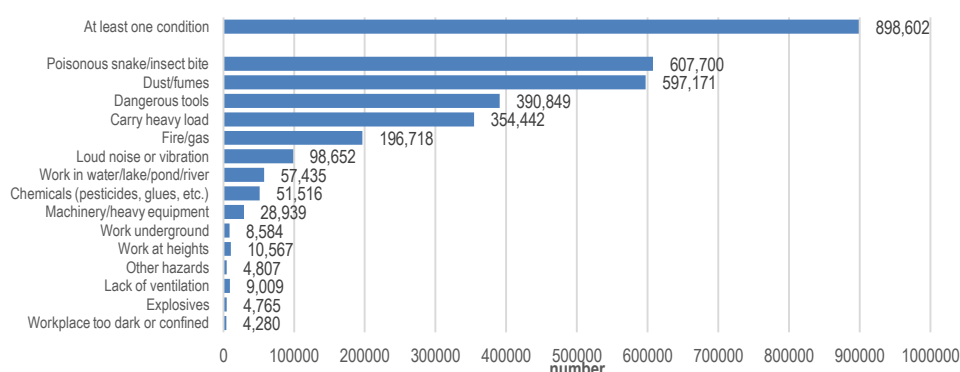
36. Dangerous conditions are alarmingly common in the workplaces where children are found in Uganda, posing a direct threat to their health and safety. In all, 75 percent of 6-13 year-olds in employment, 981,000 children in absolute terms, were exposed to at least one of the dangerous conditions listed in Figure 18. Poor environmental conditions (i.e., exposure to dust and smoke), insect or snake bites, dangerous tools were the most common workplace dangers cited by children. It is worth noting that the employment of 6-13 year-olds does not appear safer than that of older children. Indeed, the proportion of 14-17 year-old working children exposed to the same set of dangerous conditions was actually one percentage point lower, at 74 percent.

Figure 18. Number of children aged 6-13 exposed to specific work hazards^(a), by type of hazard

(a) 6-13 years age group



(b) 14-17 years age group



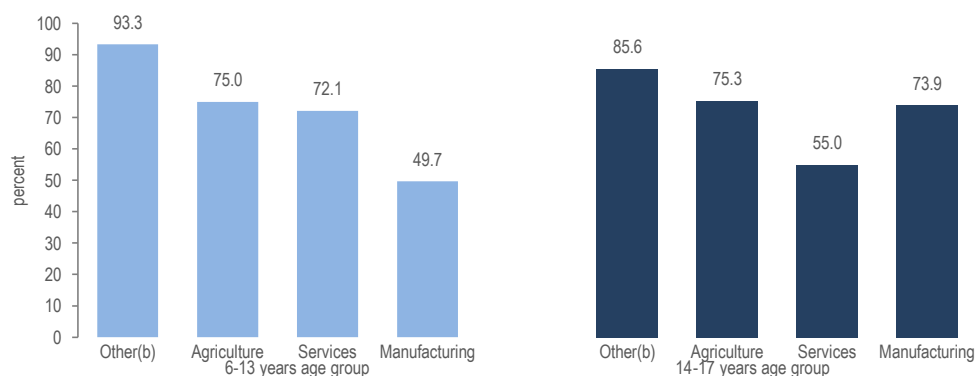
Notes: (a) Information on hazards does not cover employed in subsistence agriculture.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

37. Exposure to dangerous conditions appears to depend considerably on the sector in which children are working. For children aged 6-13 in employment, exposure is highest among those in the “other” sector (which includes children in construction, mining and quarrying) and for those in agriculture. For 14-17 years old workers exposure to dangers is also highest in “other” category and in agriculture, but compared to younger workers dangers are relatively more common in manufacturing and less so in services (Figure 19).

Figure 19. Exposure to dangerous conditions varies somewhat by sector of employment

Percentage of children in employment exposed to dangerous conditions, by age group^(a)

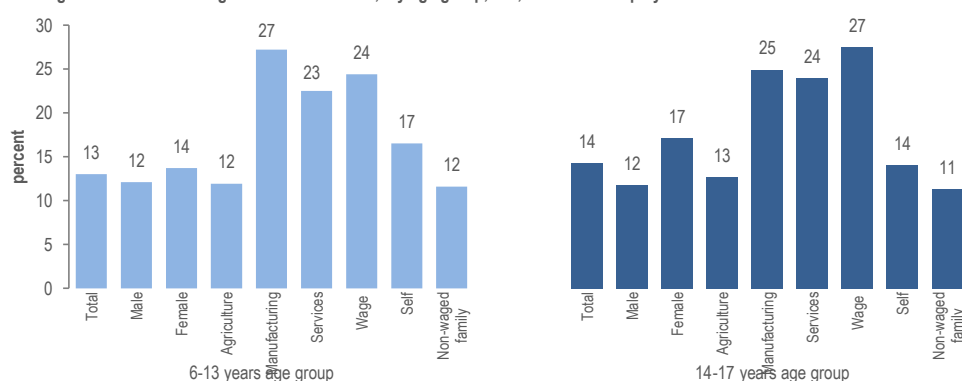


Notes: (a) Information on hazards does not cover employed in subsistence agriculture. (b) The category “Other sector” includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

38. A significant share of children are also exposed to violence in the workplace. Overall, 13 percent of 6-13 year-olds in employment and 14 percent 14-17 year-olds in employment report experiencing some form of verbal or physical violence in the workplace (Figure 20). Again, young children appear to be no less vulnerable to workplace violence than their older counterparts – experience to violence is only one percentage point higher for 14-17 year-olds in employment. Violence is more likely to occur happen in the manufacturing and services sector and in paid work, where children usually work for someone other than their parents or close relatives. Girls are more likely to suffer violence in the workplace than boys, especially as they grow older.

Figure 20. A significant share of children are also exposed to violence in the workplace
Percentage of children suffering violence^(a) at work^(b), by age group, sex, sector and employment status



Notes: (a) Violence includes being beaten, insulted and constantly shouted at. (b) Information does not cover employed in subsistence agriculture.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

39. Information from other sources also highlights the dangerous conditions faced by many Ugandan working children in agriculture. Child labour in commercial agriculture has become a particular concern as a consequence of agricultural modernization, which has brought the utilization of agrochemicals and machinery. Within the agriculture sector, most working children are involved in the growing of cereals or other crops or in mixed farming (i.e., growing of crops and animal husbandry). Children are involved in activities ranging from digging, planting, growing, harvesting, processing, and marketing in tobacco, tea, rice, sugar cane, maize milling, cotton, horticulture. They are exposed to the following hazards: noise and vibration, carrying heavy loads, exposure to dust, fumes, hazardous chemicals (pesticides), extreme temperatures, dangerous machinery, long hours of work, exposure to smoke and animal attacks. The risk and possible consequences include, loss of hearing, poisoning (acute and chronic), cuts and wounds, fatigue, long term health problems, respiratory diseases, musculoskeletal injuries.²¹

40. Children in Uganda working in the fishing sector are also exposed to dangers. These children receive little or no pay, work long hours processing and smoking fish, and risk injuries from burns and fatigue. According to an ILO study on child labour in the fisheries (2008), which collected data on 292 children aged 5-17 years, of all children taking part in the study, 94 percent were in hazardous work and 71 percent were injured or fell sick in the six months previous to the survey. Malaria affected children the most

²¹ UCW (2008), "Understanding Children's Work (UCW) in Uganda", Kampala

(49 percent), followed by injuries and wounds (42 percent). Majority of children (59 percent) were not attending school and only 11 percent studied beyond primary.²²

3.5 Educational impact of children's work

Summary

- Children's employment is associated with lower levels of school attendance, lower grade-for-age and lower school life expectancy.
- Compromised education, in turn, constitutes the main link between child labour and youth employment outcomes.

41. The degree to which work interferes with children's schooling is one of the most important determinants of the long-term impact of early work experience. Reduced educational opportunities constitute the main link between child labour, on the one hand, and youth employment outcomes, on the other. Clearly, if the exigencies of work mean that children are denied schooling altogether or are less able to perform in the classroom, then these children will not acquire the human capital necessary for more gainful employment upon entering adulthood. This section looks at evidence of the educational impact of children's work. Links between child labour, human capital levels and youth employment outcomes in Uganda are explored in more detail in Chapter 4 of this report.

42. **The school attendance²³ of children in employment lags behind that of non-working children at the post-compulsory level.** There are not large differences in attendance between working and non-working at the compulsory level.²⁴ An attendance gap favouring non-working children begins from age 13, which corresponds to the end of the compulsory cycle. The gap in attendance increases from five percentage points at age 13 years to almost 30 percentage points at age 17 years (Figure 21). Data are not available in the NLF&CAS 2011/2012 on the *regularity* of school attendance, i.e. the frequency with which children are absent from or late for class, but attendance regularity is also likely adversely affected by involvement in employment.

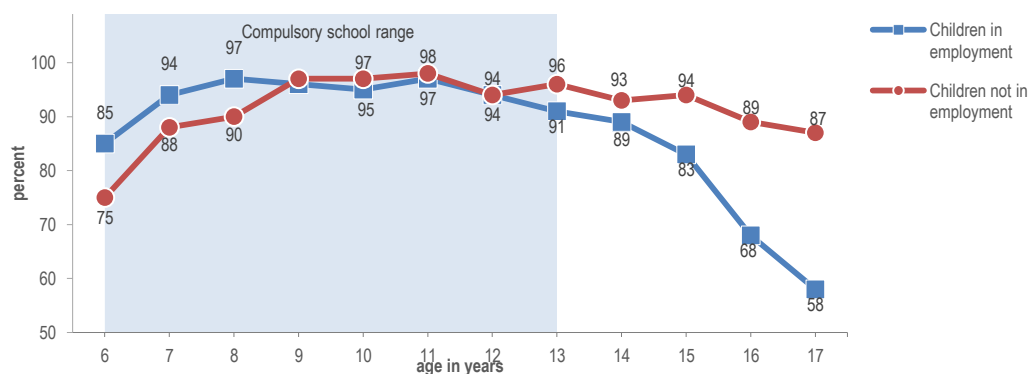
²² E.J. Walakira & J. Byamugisha, (2008), "Child Labour in the fisheries Sector in Uganda. A rapid assessment—for the ILO & FUE"

²³ School attendance refers to children attending school at the time of the survey. As such it is a more restrictive concept than enrolment, as school attendance excludes those formally enrolled in school according to school records but not currently attending.

²⁴ Indeed, among young children, the attendance rate of working children actually exceeds that of non-working children, although this is likely in large part due to the distorting effects of late enrolment. Separate calculations indicate that non-working children are more likely to be late entrants; the reasons for this, however, require further investigation. Enrolment figures by age in Uganda points to a general problem of late enrolment. The average age of students attending school is higher than what it should be, for all grades or levels of education. The average age of children in the first grade is 7.3 rather than six years, and is 8.6 years in the second grade rather than seven years.

Figure 21. The school attendance of children in employment lags behind that of non-working children after compulsory school

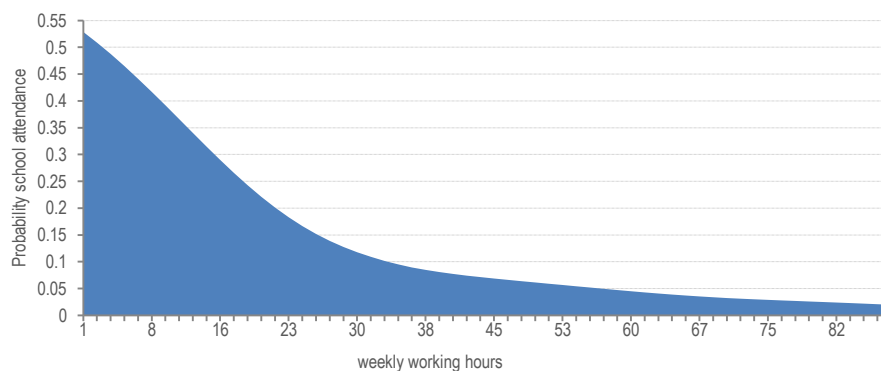
Percentage of children attending school, by work status and age



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

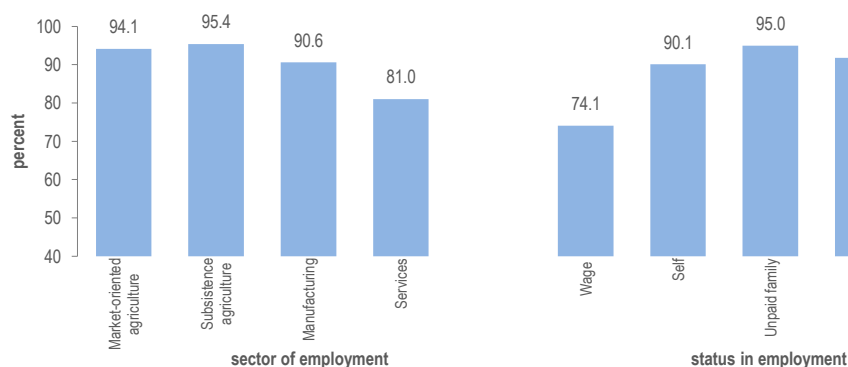
43. Not surprisingly, attendance is negatively correlated not only with involvement in work but also with the time children spend actually working. As illustrated in Figure 22, the likelihood of a working child attending school falls off sharply as the number of hours he or she must work each week increases. The school attendance of working children varies by work sector; children working in the service sector and those in wage work are least likely to attend school (Figure 23). About one in five children working in services and about one in four in wage employment do not go to school.

Figure 22. Working hours and school attendance (non-parametric estimates)



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Figure 23. School attendance, by sector and status in employment, 6-13 years age group



Note: The category "Other sector" includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.

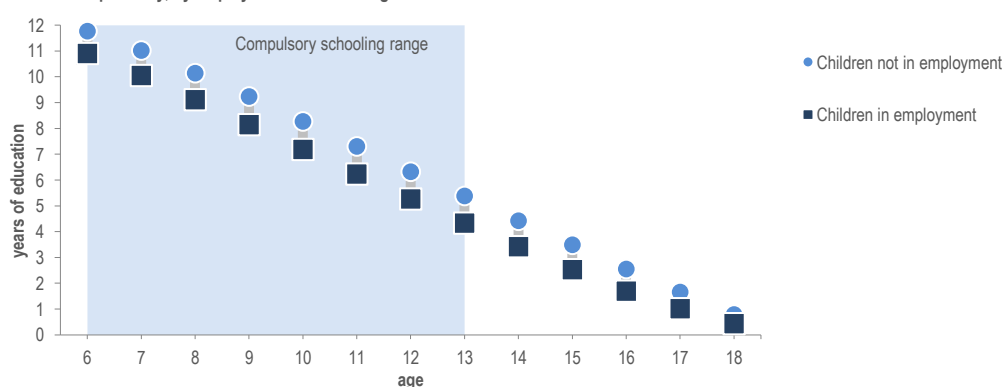
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

44. Ugandan working children also have lower school life expectancy (SLE).

School life expectancy (SLE) provides a measure of the total number of years of education that a child can be expected to complete. Relatively higher school life expectancy indicates greater probability of achieving a higher level of education. SLE, reported in Figure 24, indicates that working children entering schooling can expect to remain there for less time than non-working children. At each age, up to the age of 16 years, the difference in school life expectancy is of about one year. Differences in school life expectancy diminish after this age, but nonetheless continue to favour non-working children. This illustrates the different paths taken by working children attending school compared to their non-working peers. The former are more likely to drop out prematurely and transition into full-time work at an early age.

Figure 24. The school life expectancy of working children is lower at every age

School life expectancy, by employment status and age

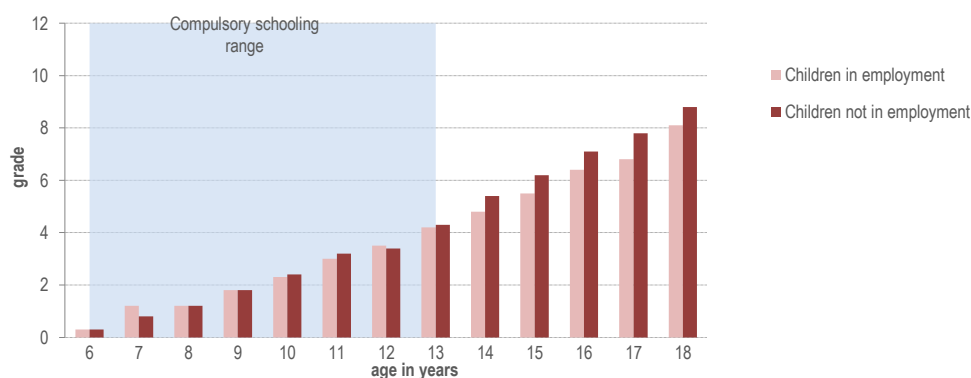


Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

45. But most Ugandan working children do in fact attend school, so a key question is how work affects their school performance. Data on average grade-for-age show that children in employment lag slightly behind their non-working counterparts in terms of grade progression after age 12, which is the ending age of compulsory education (Figure 25). The difference in grade-for-age is likely in large part a reflection of higher repetition arising from poorer performance. But because child workers are more likely to drop out after primary school, and because drop outs are presumably those with higher accumulated delay, the gap reported in Figure 25 is likely to underestimate the true gap in completed grades between working and non-working children, i.e., the gap that would be observed in the absence of selective drop out. Information on learning achievement scores is needed to obtain a more complete picture of the impact of work on children's ability to benefit from their time in the classroom. It stands to reason, however, that the exigencies of work limit the time and energy children have for their studies, in turn negatively impacting upon their academic performance.

Figure 25. Working children also lag behind in terms of grade progression at most ages

Average grade-for-age, by work status and age

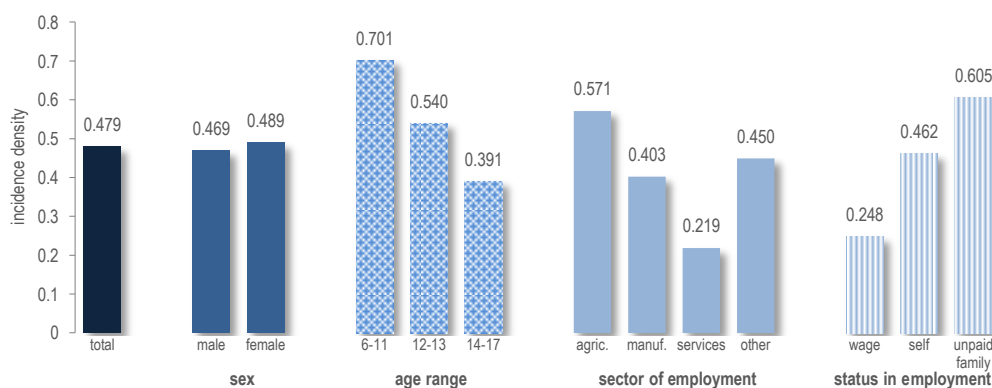


Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

3.6 Children's work and health

46. Ugandan working children face a very high risk of ill-health and injury related to work.²⁵ Working children face about a 47 percent chance of suffering ill-health related to work over the course of a 12-month period.²⁶ Younger children are at much greater risk of work-related illness and injury than their older counterparts, underscoring that young children in employment constitute a particular policy priority. Working children aged 5-11 years face a 70 percent chance of work-related ill-health or injury, while 12-13 year-olds face a 54 percent chance and 14-17 year-olds face a 39 percent chance. The risk of ill-health among child workers appears to depend on the type of work they are involved in: incidence is highest for the agriculture sector (57 percent) and, perhaps surprisingly, for unpaid work within the family unit (61 percent).

Figure 26. Incidence of work-related disease and injury, by sex, age, employment sector, and employment status, 6-17 year-olds



Notes: (a) Information on health does not cover employed in subsistence agriculture.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

²⁵ The general ill health variable reflects illnesses (such as skin problems, eye problems, breathing problems, stomach problems, diarrhoea, fever, extreme fatigue, or other illnesses) or injuries (such as superficial injuries or open wounds, fractures, dislocations, sprains or strains, burns, corrosions, scalds or frostbite back/muscle pain or other injuries) in the last 12 months. The work-related ill-health variable reflects illnesses/injuries in the last 12 months and, that, in the opinion of the respondent, occurred because of work.

²⁶ To take exposure into consideration, a standard incidence density is computed as follows:

time person total time of period specified a during injured children ÷ Density Incidence where "total person-time" is cumulated exposure for all the individuals considered

47. But the relationship between child work and health is complex, and often difficult to disentangle empirically, and this and other similar indicators are imperfect at best. The negative impact of child work on health, for example, may be obscured by the selection of the healthiest children for work. Health perceptions may also differ across population groups, and levels of reported illness among working children and non-working children may be affected by different perceptions of illness. Much of the relationship between child health and work is dynamic (i.e., current health is affected by past as much as present work, and current work affects future as much as present health), a fact not captured by measuring reported illness over a short period. This is an area where further methodological work is required.²⁷

3.7 Determinants of children's work

Summary

- Household decisions concerning children's work and schooling are influenced by a number of individual and community background factors.
- Children's age, sex and orphan status, household structure, household education level, and household wealth, *inter alia*, all play a significant role in determining children's involvement in work.

48. As most children (excluding those that live on their own) exercise little control over their time allocations, determining why children work requires investigating why parents choose to engage their children in work rather than sending them to school or leaving them idle at home. Both socio-cultural and economic considerations are important in this context. Households are influenced by the perceived costs of child labour and benefits of schooling. But factors which influence decisions concerning children's schooling and child labour can extend well beyond economics. Social norms, cultural attitudes and perceptions, e.g., regarding girls' schooling or early marriage, also direct household decisions on children's school and work.

49. This section makes use of econometric evidence from NLF&CAS 2011/2012 to identify some of the factors influencing parents' decisions concerning their children's time use. A bivariate probit model is employed to jointly determine the correlated decisions on child schooling and work. A simple economic model of household behaviour is used to guide the empirical specification.²⁸

50. Table A5 in the Statistical Appendix presents the summary descriptive statistics of the variables included in the econometric analysis. The variables are described below:

²⁷ For a more complete discussion of measurement issues around child labour and health, see: O'Donnell O., Rosati F. and Van Doorslaer E. *Child labour and health: evidence and research issues*. UCW Working Paper, Florence, January 2002.

²⁸ For detailed information on the model, see Cigno, A.; Rosati, F.C. 2005. "The economics of child labour" (New York, NY, Oxford University Press). The analysis carried out in this section is, obviously, conditioned by the information available. Notwithstanding the extensiveness of the survey utilised, potentially important variables are missing. In particular, information on the relative price of child work is difficult to capture: indicators for returns to education, work and household chores are not easily available (for a discussion of the role played by unobservables refer to Deb and Rosati, *Determinants of Child Labour and School Attendance: The Role of Household Observables*, December 2002).

- *Child characteristics.* The control variables relating to child characteristics include: the age of the child (*age, age squared*), a gender dummy (*male*), a dummy for whether or not the child has migrated (migrated), a series of dummy variables for the orphanhood status of the child (orphan of mother, orphan of father or double orphan) and a dummy variable for whether the child's mother and/or father are sick (Sick mother and/or father). The dummy *age squared* is included to account for the non-linear relationship between age and employment (i.e., for the fact that employment rises with age at a decreasing rate).
- *Household head characteristics.* A series of dummy variables are included for sex of household head (*male household head*), for the education of the household head (*primary, secondary or higher than secondary*) and a dummy variable for whether the household head is an employee with social security and/or medical benefits.
- *Household composition.* A set of control variables are employed to take into consideration household composition: number of persons living in the household (*household size*); number of children (*number of children aged 0-5 years*); number of elderly persons (*number of persons aged 65+*).
- *Household wealth*²⁹. A series of dummy variables are included to control for the household wealth (*household wealth quintile 2, 3, 4 and 5*). A variable is also included to account for the livestock owned by the household (*number of animals owned*).
- *Access to basic services.* A dummy variable is included for *access to tap water* and another for *access to electricity*.
- *Place of residence and regions.* A series of dummy variables to control for the place of residence (*urban*) and region were also included.

51. Results of the econometric analysis are reported in Table 11; some of the key qualitative inferences from the analysis are presented below.

52. *Age of child.* The analysis shows that the probability of a child working increases with age, consistent with the descriptive evidence presented in Section 3.1 of the Report. The available information is insufficient to provide a precise idea of the relative importance of the two most probable reasons for this, i.e., the rising opportunity cost of schooling as a child grows older, or the lack of access to schooling at the post-primary level.

53. *Sex of child.* Parents' decisions concerning whether to involve their children in school or work do not appear influenced by gender considerations in Uganda, consistent with the descriptive evidence presented previously.

54. *Migration status.* The regression results indicate that migration has a negative impact on children's welfare. Children who have migrated to their

²⁹ The Uganda Labour Force and Child Activities (NLF&CAS) 2011/2012 does not collect information on household expenditure or household income to be used as a measure of welfare. In the cases of other surveys, such as the Demographic and Health Surveys, which also lack direct welfare information, a common solution has been to generate a wealth index using a principal components approach, following Filmer and Pritchett (2001). The approach involves constructing an index based as the first principal component of a vector of assets, including durables goods, housing characteristics, and access to utilities. The principal components approach involves defining the wealth index in terms of the first principal component of the variables used.

The Wealth Index was constructed taking into consideration two sets of possible variables; housing characteristics and service infrastructure.

current place of residence during the five years previous to the survey are at greater risk of child labour, of being denied schooling and of being idle. Migrant children are about four percentage points less likely to attend school and at the same time are about two percentage points more likely to work in employment and are about three percentage points more likely to be idle than non-migrant children.

Table 11. Determinants of children's employment and schooling, marginal effect after biprobit estimations, children aged 6-13 years(a)

Explanatory variables		Only employment		Only schooling		Both activities		Neither activity	
		dy/dx	z	dy/dx	z	dy/dx	z	dy/dx	z
Child characteristics ^(b)	Age	-0.0283	-6.4	0.0079	0.4	0.1628	8.4	-0.1424	-13.6
	Age squared	0.0016	6.7	-0.0024	-2.2	-0.0056	-5.7	0.0065	11.8
	Male	0.0023	1.2	-0.0156	-1.6	0.0128	1.5	0.0006	0.1
	Migrant	0.0113	2.9	-0.0436	-2.2	0.0050	0.3	0.0273	2.8
	Orphan of mother	-0.0047	-0.7	0.0126	0.4	0.0075	0.3	-0.0154	-0.9
	Orphan of father	-0.0021	-0.6	0.0027	0.2	0.0087	0.6	-0.0092	-1.1
	Double orphan	0.0034	0.6	-0.0395	-1.4	0.0475	2.1	-0.0114	-0.7
	Sick mother and/or father	0.0095	3.3	-0.0469	-3.3	0.0223	1.9	0.0151	2.2
Household head characteristics ^(c)	Male household head	-0.0028	-1.1	0.0118	0.9	-0.0031	-0.3	-0.0059	-0.9
	Primary	-0.0185	-6.8	0.0505	3.9	0.0277	2.5	-0.0597	-9.5
	Secondary	-0.0309	-7.2	0.1027	5.6	0.0144	0.9	-0.0863	-8.5
	Higher than secondary	-0.0245	-4.5	0.0758	2.9	0.0216	1.0	-0.0729	-5.4
	Household head employee with social security and/or medical benefits	-0.0076	-1.2	0.0596	1.9	-0.0559	-2.2	0.0040	0.2
Household composition	Household size	0.0011	1.8	-0.0097	-3.1	0.0098	3.5	-0.0012	-0.7
	Number of children aged 0-5	0.0006	0.6	-0.0046	-0.8	0.0041	0.9	-0.0001	-0.1
	Number of persons aged 65+	0.0065	2.4	-0.0299	-2.2	0.0115	1.0	0.0119	1.7
	Number of adults aged 18-64	-0.0025	-2.0	0.0229	3.6	-0.0241	-4.4	0.0037	1.1
Household wealth ^(d) and livestock owned	Household wealth.: quintile 2	-0.0220	-6.0	0.0932	4.8	-0.0245	-1.4	-0.0467	-5.3
	Household wealth.: quintile 3	-0.0155	-4.5	0.0665	3.6	-0.0190	-1.1	-0.0321	-3.7
	Household wealth.: quintile 4	-0.0179	-5.1	0.0538	2.9	0.0187	1.1	-0.0545	-6.0
	Household wealth.: quintile 5	-0.0257	-6.6	0.0845	4.3	0.0136	0.8	-0.0724	-7.3
	Number of animals owned	0.0001	2.8	-0.0003	-2.6	0.0001	1.6	0.0001	2.5
Access to basic services	Access to tap water	-0.0160	-3.5	0.0773	3.5	-0.0339	-1.9	-0.0273	-2.3
	Access to electricity	-0.0286	-4.4	0.2123	6.9	-0.1900	-7.6	0.0063	0.4
Place of residence and Regions ^(e)	Urban	-0.0201	-5.2	0.1636	8.7	-0.1584	-9.8	0.0150	1.6
	Central	0.0018	0.2	-0.0727	-1.9	0.1149	3.6	-0.0441	-2.2
	Eastern	-0.0001	0.0	0.0067	0.2	-0.0112	-0.3	0.0046	0.2
	Northern	0.0067	0.9	0.0249	0.6	-0.0853	-2.6	0.0537	2.7
	Western	-0.0058	-0.8	0.0158	0.4	0.0091	0.3	-0.0190	-0.9

Notes: a) Results that are significant at at least five percent level of significance are denoted in bold. b) Reference category is not orphan. c) Reference category is no schooling. d) Reference category is household wealth: quintile 1. e) Reference category is Kampala.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

55. Orphan status. Orphanhood is very common in Uganda. Estimates from NLF&CAS 2011/2012 indicate that about 1,240,700 Ugandan children aged 6- 13 years are maternal, paternal or double orphans, accounting for about 16 percent of this age group. The impact of orphanhood on children's involvement in employment and schooling is therefore of considerably policy interest. While descriptive evidence indicates that there is a higher share of orphaned children compared to non-orphan children in employment and a lower share in schooling (see Panel 3), the regression results do not indicate that orphaned children are at significantly greater risk of employment and denied schooling when other child-, household- and community-related background variables are controlled for (Table 10). This suggests that the conditions in which orphaned children find themselves (e.g., household poverty), rather than orphanhood *per se*, explain the difference in the employment and school attendance between orphans and non-orphans.

56. Illness of mother and/or father. The sickness of both or one parent appears to influence children's time-use. The parents' temporary or permanent unavailability for work due to illness appears to push children

out of school and into work to support the family income or alternatively to keep children from going to school to take care of the sick. This result points to the important potential of adequate social health insurance as part of a broader policy response to child labour.

57. Household composition. The presence of elderly household members significantly increases children's risk of employment and denied schooling. This result suggests that in multi-generational households, the social vulnerabilities associated with aging (e.g., loss of the ability to earn income, declining physical health) can have can increase the social vulnerability of the household as a whole, and can force families to rely on child labour as a coping strategy. This in turn points to the potential of guaranteed, reliable pensions as a measure against child labour.³⁰ The presence of more prime-age adults (and therefore breadwinners) in the household has instead the opposite effect, reducing the likelihood of children's employment and increasing the probability of children attending school exclusively.

58. Household wealth. The level of household wealth appears to play an important role in decisions concerning children's work and schooling. Regression results indicate that children from poorest households are more than eight percentage points less likely to go to school exclusively and almost three percentage points more likely to participate in employment exclusively compared to children from richest households. The results underscore that children's earnings or productivity can play an important role in household survival strategies among low-income families in Uganda. The results are consistent with a wide body of international evidence indicating that poverty (proxied by income, consumption, wealth index, etc.) is an important factor in child labour.

59. Household ownership of livestock. Household ownership of livestock has an influence on children's time allocation between work and school. One reason for this is that when a household owns livestock there is an increase in the demand for labour within the family unit, outweighing the income effect associated with livestock ownership. Children belonging to household owning animals are more likely to be in employment and less likely to be exclusively attending school.

60. Household head education. The education of the household head is also an important determinant of decisions concerning children's employment and schooling. Regression results indicate that higher household head education levels make it more likely that a child attends school and less likely that he or she is in employment. A child from a household whose head possesses a secondary education, for example, is three percentage points less likely to work and ten percentage points more likely to attend school, compared to a child from a household whose head has no education. One possible explanation is that more educated parents might have a better knowledge of the returns to education, and/or are in a better position to help their children exploit the earning potential acquired through education.

61. Household employment benefits. Employment benefits received by the household head have a strong impact on the likelihood that a child must

³⁰ Studies in South Africa and Brazil, for example, indicate that pensions help reduce child labour, and studies from a range of countries link pensions with improved schooling outcomes. For a more detailed discussion of links between child labour and old age pensions, see *World report on child labour: Economic vulnerability, social protection and the fight against child labour* / International Labour Office. Geneva: ILO, 2013

work. Children belonging to household where the head is an employee with social security and/or medical benefits are almost six percentage points less likely to work in employment compared to children from other households. This in turn underscores the importance of social security in reducing the household vulnerabilities associated with child labour. Households with a basic social protection floor under them are less likely to have to child labour as a coping strategy.

62. *Access to basic services.* Access to basic services has a dramatic impact on the likelihood of children working and attending school. Electricity access is particularly important in this regard. Access to electricity reduces the likelihood of involvement in employment by almost 22 percentage points while making it two percentage points more likely that a child attends school. These results highlight the strong negative impact that the power supply shortage plaguing Uganda has on child labour. Access to a tap water is also very relevant. Children from households with tap water are five percentage points less likely to work and more than four percentage points more likely to attend school. Basic services are important determinants in large part they influence the value of children's time outside of the classroom. In contexts where access to electricity and water are limited children must often shoulder a greater burden for tasks such as hauling water and fetching fuelwood.

63. *Place of residence.* Children's living location has a significant influence on their time use, highlighting the importance of targeted, area-specific approaches to reducing child labour and raising school attendance. Again holding other factors constant, children living in urban areas are 18 percentage points less likely to work, exclusively or in combination with schooling, and are 16 percentage points more likely to attend school exclusively, consistent with the descriptive evidence presented previously. Region of residence also affects the division of time between work and school.

64. Children's employment is a complex phenomenon and the factors mentioned above clearly represent only a partial list of determinants. Better data and more in-depth analysis are needed for a more complete understanding of why children become involved in work. More information on availability of infrastructure, school quality, access to credit markets, coverage of social protection schemes, is especially needed. As stated at the beginning of this section, decisions concerning children's work and schooling are driven by both economic and socio-cultural factors, and a better understanding is also needed of the role of the latter. The unique circumstances causing children's involvement in worst forms of child labour other than hazardous, not captured by traditional household surveys, is another area requiring particular research attention.

3.8 Child labour for elimination

Summary

- Child labour is a narrower concept than children's employment or work, and refers to work that is injurious, negative or undesirable to children as set out in national legislation and international labour standards.
- Child labour is still common in Uganda: a total of 2,951,400 children aged 5-17 years in child labour, accounting for more than 24 percent of all children in this age range, are in child labour measured in accordance with national legislation.

65. Before leaving the discussion of children's work, it is worth addressing one final question – the extent to which this work constitutes “child labour”. Child labour is a narrower concept than children's employment or work, and refers to work that is injurious, negative or undesirable to children as set out in national legislation and international labour standards.³¹ It is this smaller group of child labourers that is most relevant for policy purposes. Lower-bound estimates of child labour are presented below following the global guidelines for child labour measurement³² and with reference to national child labour legislation.

66. The *Employment Act (No.6, 2006)*, the *Occupational Safety and Health Act (No. 9, 2006)* and the *National Child Labour Policy (2006)* provide the primary legal framework regarding child labour in the country. The Government also has a National Hazardous List of Employment Prohibited for Children³³ and guidelines for labour inspectors for identifying incidences of hazardous child labour (See Appendix Table A15). Ugandan legislation prohibits the employment of children under the age of 12 years in *any business, undertaking or workplace*³⁴ and prohibits the involvement of children aged 12-13 years in any employment *except for light work carried out under the supervision of an adult aged over 18 years that does not affect the child's education*.³⁵ Light work is defined as work not in excess of fourteen hours per week. Hazardous work, including night work between 19:00 and 07:00,³⁶ is prohibited for all persons under the age of 18 years.

67. For a complete estimate of child labour in accordance with national legislation, it is therefore necessary to look at (1) all children aged 5-11 years in employment; (2) all 12-13 year-old children working in excess of 14 hours per week and/or in hazardous work (including night work); and (3) all 14-17 year-old children working in excess of 43 hours per week and/or in hazardous conditions (including night work).

68. Child labour based on these measurement criteria is very common in Uganda. Some of 1,449,837 children below the age of 12 years are in employment, 492,242 children aged 12-13 years work in excess of 14 hours and/or are in hazardous work and 1,009,300 children aged 14-17 years are in hazardous work (Table 12). Summing these three groups yields a total of 2,951,378 children aged 5-17 years in child labour, accounting for more than 24 percent of all children in this age range. The decompositions by sex and residence reported in Table 12 indicate that rural children are at

³¹ Three main international conventions – the UN Convention on the Rights of the Child (CRC), ILO Convention No. 182 (Worst Forms) and ILO Convention No. 138 (Minimum Age) – define child labour and provide a framework for efforts against it.

³² Global guidelines for child labour statistics are set out in Resolution II (2008) of the Eighteenth International Conference of Child Labour Statisticians (ICLS). For further details, see: Resolution II, Resolution Concerning Statistics of Child Labour, as cited in: International Labour Organization, *Report of the Conference, 18th International Conference of Labour Statisticians, Geneva, 24 November–5 December 2008. Resolution II. Rpt. ICLS/18/2008/IV/FINAL*, International Labour Office, Geneva, 2009.

³³ The list of hazardous forms of labour was compiled following the adoption of the National Labour Policy in 2006. The list is published and incorporated into the *Regulations on Employment of Children 2012* which contains a matrix listing hazardous occupations and activities which are conditionally hazardous, that is, they are hazardous under certain circumstances: the age of the child, the particular circumstances of the child's activities, and the child's working conditions. The matrix specifies occupations and activities and the conditions under which they are hazardous.

³⁴ Section 32, Clause 1, *Employment Act n.6*.

³⁵ Section 32, Clause 2, *Employment Act n.6*.

³⁶ *Regulations on Employment of Children 2012..*

particular risk of child labour in Uganda. By region, incidence of child labour is highest in the Central and the Western regions and lowest in Kampala.

Table 12. Lower-bound estimate of child labour involvement, based on national legislation

Sex		(a) Children aged 5-11 years in economic activity ⁽ⁱ⁾		(b) children aged 12-13 years not in "light work" and/or in hazardous work ⁽ⁱⁱ⁾		(c) Children aged 14-17 years in hazardous work ⁽ⁱⁱⁱ⁾		(a)&(b)&(c) Total in child labour, 5-17 years	
		% of total age group	No.	% of total age group	No.	% of total age group	No.	% of total age group	No.
Sex	Male	22.0	734,115	24.2	247,833	30.9	534,411	24.9	1,516,358
	Female	21.5	715,722	22.6	244,409	28.4	474,889	23.6	1,435,020
Residence	Urban	7.1	60,658	11.2	30,066	19.6	97,484	11.6	188,207
	Rural	23.9	1,389,179	25.2	462,176	31.4	911,816	26.2	2,763,171
Department	Kampala	1.8	4,085	4.7	2,871	18.8	24,202	7.5	31,159
	Central	34.3	458,613	22.8	99,171	29.8	228,487	31.0	786,271
	Eastern	21.1	431,839	19.1	120,306	22.8	227,303	21.2	779,447
	Northern	13.9	184,923	21.1	88,746	27.5	164,861	18.6	438,530
	Western	21.5	370,377	32.4	181,148	40.2	364,447	28.7	915,971
Total		21.7	1,449,837	23.4	492,242	29.7	1,009,300	24.2	2,951,378

Notes: (i) National child labour legislation prohibits the employment of children under the age of 12 years; (ii) Includes 12-13 year-olds working over 14 hours per week (not in "light work") and children in this age range exposed to *hazardous conditions* irrespective of working hours; and (iii) Includes 14-17 year-olds working over 43 hours per week and children in this age group exposed to *hazardous conditions* irrespective of working hours. The hazardous conditions include: carrying heavy loads; work with dangerous or heavy machinery; work in dust or smoke environment; work with fire and gas; exposition at work to loud noise or vibration, work with dangerous tools; exposition at work to snake and poisonous insect bites; work with chemicals; work in extreme temperatures or humidity; underground work; work in the water/lake/pond/river; workplace is too dark or confined; work with explosives; work with lack of ventilation; work at heights and work during night.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

69. It is worth emphasizing that this constitutes a lower-bound estimate of child labour, as it excludes the so-called "worst forms of child labour other than hazardous". These extreme forms of child labour include child trafficking, child commercial sexual exploitation, child slavery and child involvement in illicit activities.³⁷ In Uganda as in most countries, information about children involved in worst forms other than hazardous is very scarce. This is due both to the methodological difficulties inherent in investigating them and to their cultural sensitivity. *NLF&CAS 2011/2012* and similar household surveys are not designed to generate information about children involved in worst forms of child labour other than hazardous. Further, targeted research utilising specialised survey instruments is needed in order to generate more complete information on this especially vulnerable group of child labourers.

70. In Uganda a number of such studies have been conducted targeting the worst forms of child labour other than hazardous using specialized methodologies.

71. **Child trafficking.** A rapid assessment conducted by ILO/IPEC in 2007³⁸ shows that traffickers target mainly children who have lost their parents and those living single in the city. Traffickers are mostly relatives, peers and well-established individuals. Some children are forcibly abducted even in

³⁷ In more specific terms, worst forms other than hazardous refer to Art. 3(a)-(c) of ILO Convention No. 182: (a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict; (b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances; and (c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties.

³⁸ ILO/IPEC (2007). *Rapid assessment report in trafficking of children into worst forms of child labour, including child soldiers in Uganda*. A study conducted in the districts of Busia, Pader, Kalangala Masaka and Kampala as part of IPEC TBP Preparatory activities, February 2007.

non-war zone areas, others are tricked and a few move on their own. In some instances innocent children who move on their own fall into traps of traffickers when they move to other towns. The trafficked children are subjected to intolerable inhuman and degrading slavery activities including killing, smuggling drugs, drug conduit, sexual exploitation. The study also shows that cross border trafficking appears to be increasing, based on several key informants who were interviewed, facilitated by the porous border point characterised with in and out flows of people, long distance drivers ferrying merchandise in and across borders, the uncontrolled lake Victoria fishing and ignorance among the community taking this to be a normal migration of people. Cross border trafficking is mainly driven by factors such as new employment opportunity, marriage proposals and the search for a better life. Children who have been withdrawn usually suffer a myriad of psycho and social consequences including depression and trauma. While this rapid assessment provided information on the nature of the problem, there is little information concerning its magnitude in Uganda.

72. Child commercial sexual exploitation. The Uganda Youth Development Link (UYDEL) conducted a study on commercial sexual exploitation of children (CSEC) in Uganda in 2011 based on a sample of 529 children.³⁹ The UYDEL study was a follow up to the first national study on commercial sexual exploitation of children done in 2004 by ILO/IPEC and the Ministry of Gender, Labour and Social Development. The 2004 study had revealed that over 12,000 children were affected by trafficking and prostitution in Uganda while the 2011 study estimates that the number of children affected by CSEC has increased to 18,000 in 2011 with more girls affected than boys. According to the 2011 study the age at which children get involved in CSEC is getting younger, although the majority are between 14 and 17 years old.

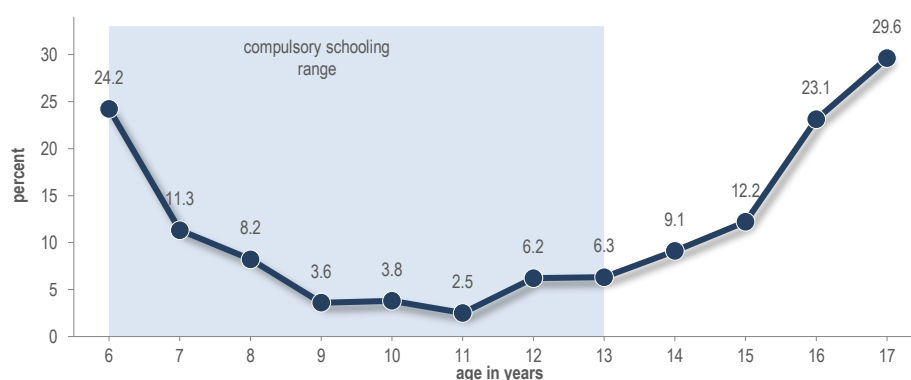
73. Lack of responsible parental care, mainly caused by orphanhood, is identified as one of the principal factors exposing children to CSEC since approximately 80 percent of the children in CSEC are staying alone. Further, lack of sustainable opportunities for education also emerged as a key driver to CSEC since most victims (88 percent) are out of school and most of them have not gone beyond primary level. Trafficking is indicated as one of the conduits of CSEC. Most female victims of trafficking end up in prostitution prone environments while boys enter hazardous work like fishing on lakes, agriculture, markets, metal scrap or stone quarries. The study further reveals that patterns of trafficking have changed significantly since 2004 with more children from poor families trafficked from rural to urban centres and -urban to urban areas. Similarly a big number of children are moved from rural to rural especially in fishing and agricultural areas especially in central Uganda; others are moved across countries and beyond. Although recruitment of children for trafficking is mainly done by adults, some children, especially those working in bars and lodges are increasingly participating in recruitment of fellow children. The study reveals that there is a variation in manifestation of CSEC. Some districts serve as source while others are transit and destination points. CSEC is reportedly increasing especially in fishing communities and urban centres.

³⁹ UYDEL, (2011). *Commercial Sexual Exploitation of Children in Uganda: A Critical Efforts to Address CSEC 2005-2011*. Kampala.

3.9 Out-of-school children and “second chance learning needs”

74. Out of school children constitute another important related policy priority in Uganda. Some 659,500 children aged 6-13 years, over eight percent of this age group, are out of school (Figure 27). Many of these children are simply late entrants, i.e., children who will eventually enter school but have not yet done so, as shown by the sharp decline in out-of-school children from the age of six to nine years. Taking the narrower group of 10-13 year-olds to eliminate most potential late entrants, some 193,000 (almost five percent) are out of school. Of this group of out of school 10-13 year-olds, 91,000 percent (some 48 percent) never entered school and the remainder dropped out prematurely.

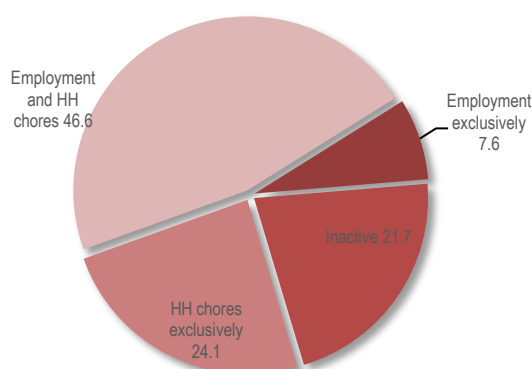
Figure 27. Out-of-school children, by age



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

75. What are these out of school children doing? Figure 16 shows the activities carried out by out-of-school children aged 10 to 13 years. By narrowing the age range to 10-13 years, the group of younger children most likely to eventually enter school, are excluded. Around 78 percent work in some form of productive activity, about 8 percent in employment exclusively, 24 percent in household chores exclusively and 47 percent in both, again underscoring the close link between getting children out of work and getting them into school. Out-of-school girls are more likely than boys to be involved in productive activities by almost ten percentage points (Appendix Figure A4).

Figure 28. Activity status of out-of-school children, 10-13 years age group



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

76. Reaching the group of out-of-school children with second chance educational opportunities is important to ensuring that these children do

not graduate into adulthood lacking the basic skills needed for work and life. Assessing the second chance learning needs of out-of-school children requires information not only of total numbers of children out-of-school, but also of their ages, previous schooling experience and literacy levels. The first indicator offers a measure of the total extent of the second chance learning needs, while the interaction of the latter three indicators provides a general idea of the nature of these learning needs.

Table 13. Out-of-school children aged 10-17 with less than 2 and 4 years of education

Age	Education poverty (OOSC with <4 years of education)		Extreme education poverty (OOSC with <2 years of education)	
	No.	% of total OOSC	No.	% of total OOSC
10	32,210	93.4	28,570	82.8
11	14,761	81.9	13,014	72.2
12	54,676	81.1	33,565	49.8
13	26,243	51.9	22,631	44.8
14	42,332	51.2	33,819	40.9
15	39,401	44.2	28,756	32.3
16	37,852	21.4	30,179	17
17	31,774	18.5	24,999	14.6
Total	279,248	40.4	215,534	31.2

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

77. The second chance learning needs of Ugandan children are significant.

Some 279,000, or 40 percent, of out-of-school children in the 10-17 years age group⁴⁰ suffer what UNESCO terms “education poverty”, i.e., possess less than four years of education, the minimum amount of school time considered by UNESCO as necessary for acquiring basic literacy skills. Of this group, 215,500, or 31 percent, suffer and “extreme education poverty”, i.e., possess less than two years of schooling (Table 13). It is likely that the education poverty indicator actually underestimates the second chance learning needs of out-of-school children, as basic literacy skills alone are less and less adequate for successful entry into the labour market. Rather, higher-order technical, vocational and reasoning skills, requiring education well beyond the primary level, are increasingly needed.

⁴⁰ Younger, six to nine year-old, children are excluded from consideration because many from this age group that are out of school are likely to enrol as late-entrants, as discussed above. Older, 15-17 year-old, children are included because many from this group have also had their education compromised by premature involvement in work and therefore are also relevant to the discussion of school chance learning needs.

CHAPTER 4.

YOUTH EMPLOYMENT OUTCOMES

78. This chapter focuses on the labour market situation of young Ugandans aged 18-30 years.⁴¹ Again using data from the 2011/2012 Uganda Labour Force and Child Activities Survey (NLF&CAS), the chapter first provides an overview of the activity status of Ugandan young persons and then looks in more detail at job access, job quality and at how human capital levels influence both. The timing and nature of the transition to working life and the relative position of youth vis-à-vis adult workers are also addressed in the chapter.

79. The chapter highlights a number of challenges facing Ugandan young people entering the labour market. Levels of human capital remain low for many Ugandan young people, compromising their future prospects. A high proportion of urban youth are not in education, employment or training (NEET) and therefore at risk of social marginalisation. Youth employment is dominated by unremunerated work concentrated in the agriculture sector. Almost all youth jobs are in the informal sector and therefore offer little in the way of benefits or job security. Educated young people face greater difficulty securing jobs, but the quality of the jobs they eventually do secure is typically better. These and other youth labour market challenges are looked at in detail in the sections below.

Panel 6. Youth employment definitions

Labour force participation. The labour force participation rate is defined as the labour force expressed as a percentage of the working age population. The labour force is in turn the sum of the number of persons employed and the number of persons unemployed.

Employment: a person is considered to be in employment if he/she has worked during the week prior to the survey for at least one hour for pay (or without pay), profit, in kind, or family business. A person is also considered to be in employment if was not working but had a job to go back to.

Unemployment: a person is considered to be in unemployment if he/she did not work during the week prior to the survey but is actively seeking work and is available for work.

Unemployment “relaxed definition”. Includes the persons who do not have a job and are available for work. It ‘relaxes’ the actively searching for work criteria that is required for the strict definition of unemployment. Relaxed unemployment is therefore defined as the sum of persons who did not engage in any work or economic activity and were available for work but did not actively seek it.

Underemployment: The underemployed are defined as persons working less than 40 hours a week but wanting and available to work longer hours. The underemployment rate is the underemployed expressed as a percentage of the total employed population.

Inactive: the inactive population is the population that is not in the labour force. The inactivity rate and labour force participation rate sum to 100.

NEET: refers to youth who are not in education, employment or training. It is a measure that therefore reflects both youth who are inactive and out of education as well as youth who are unemployed.

⁴¹ The age group 18-30 years is used for analysing youth employment issues in Uganda. Results for the standard 15-24 years age group are presented in the Statistical Appendix for international comparative purposes.

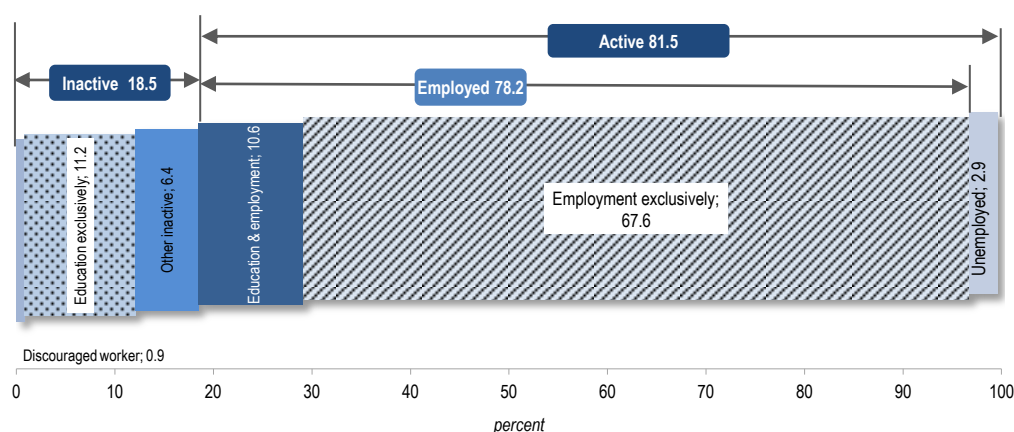
4.1 Youth activity status

Summary

- Labour force participation is very high among Ugandan youth and education participation is relatively low.
- Youth activity status in Uganda varies considerably by sex, residence, region and migrant status.

80. Labour force participation is very high among Ugandan youth and education participation is relatively low. Error. L'origine riferimento non è stata trovata. reports the overall decomposition of the youth population by activity status. More than four of every five 18-30 year-olds (82 percent) are economically active. Among this group in the labour force, most (68 percent of all youth) are in employment exclusively; only a relatively small proportion continues their education while working (11 percent) and an even smaller share (three percent) is unemployed. Those in education exclusively constitute the largest share of young persons outside the labour force (11 percent of all youth), although there is also a non-negligible share both outside the labour and outside education (six percent). Discouraged workers constitute less than one percent of the 18-30 years population.

Figure 29. Labour force participation is very high among Ugandan young people
Percentage distribution on of youth population by activity status, 18-30 years age group



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

81. Youth activity status has an important gender dimension in Uganda. The labour force participation rate of female youth is almost four percentage points lower than that of male youth, while at the same time female youth are more than three times more likely to be inactive and out of education. These differences undoubtedly reflect the dissimilar culturally-dictated paths male and female youth take upon graduating from education; male youth are more likely to transition to the labour force and female youth to domestic responsibilities within their own homes. Gender differences in terms of education participation are also quite pronounced: 29 percent of male youth are still in education against 17 percent of female counterparts.

82. Place of residence plays an important role in youth activity status, reflecting underlying differences in the nature of the urban and rural labour markets. Labour market participation is consistently higher for rural youth (84 percent versus 71 percent), while urban youth are much more likely to be inactive and out of education (12 percent versus six percent). In terms of being able to continue with their education, the difference between urban

and rural youths is small: 24 percent of urban youth are still in education against 22 percent of their rural peers. There are also large differences between urban and rural youth in terms of unemployment (lower in rural areas) and job quality (better in urban areas), as discussed in subsequent sections of this chapter.

Table 14. Aggregate labour market indicators, persons aged 18-30 years, by residence, sex, age range and migration status

Population category		Labour mkt. participation (% pop.)	Education participation (% pop.)	Inactive and out of education (% pop.)	NEET ^(a) (% pop.)	Employment rate (% active)	Unemployment rate (% active)	Relaxed unemployment rate ^(b) (% expanded active)
Residence	Urban	71.4	24.2	12.0	18.5	88.4	11.6	19.4
	Rural	84.3	22.2	5.8	7.0	98.4	1.6	3.2
Sex	Male	83.5	29.0	3.3	5.2	97.3	2.7	4.5
	Female	79.8	17.2	10.4	13.2	95.7	4.3	8.2
Age range	18-24	74.4	35.5	7.5	9.8	95.9	4.1	7.8
	25-30	91.2	5.0	6.5	9.0	97.1	2.9	5.0
Region	Kampala	73.2	20.7	12.3	21.7	84.3	15.7	23.9
	Central	81.1	19.7	8.8	11.8	95.5	4.5	9.4
	Eastern	81.1	28.0	7.1	8.9	97.4	2.6	5.6
	Northern	81.3	20.1	6.8	8.4	97.6	2.4	4.3
	Western	84.8	22.1	4.5	5.4	98.7	1.3	1.6
Migration status	Migrated	83.4	12.3	9.6	14.7	93.1	6.9	11.7
	Not migrated	81.1	25.1	6.5	8.2	97.3	2.7	5.1
Total		81.5	22.6	7.1	9.5	96.5	3.5	6.5

Notes: (a) NEET refers to youth who are not in education or employment. It is a measure that therefore reflects both youth who are inactive and out of education as well as youth who are unemployed; (b) Relaxed unemployment considers both unemployed workers and all individuals who are not working and are available for work. The relaxed unemployment rate is the sum of unemployed workers and not working individuals available for work expressed as a percentage of the expanded active population. The expanded active population, in turn, comprises not working individuals available to work and the active population.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

83. National estimates also mask differences in the activity status of young persons across regions. The labour market participation rate ranges from 73 percent in Kampala to 85 percent in the Western region, and the share of youth inactive and out of education from 12 percent in Kampala to five percent in the Western region. Education participation also varies considerably, from a high of 28 percent in the Eastern region to a low of 20 percent in Kampala and in the Central and Northern regions. The unemployment rate and the relaxed unemployment rate are much higher in the capital city of Kampala (16 percent and 24 percent, respectively) than in the rest of the country.

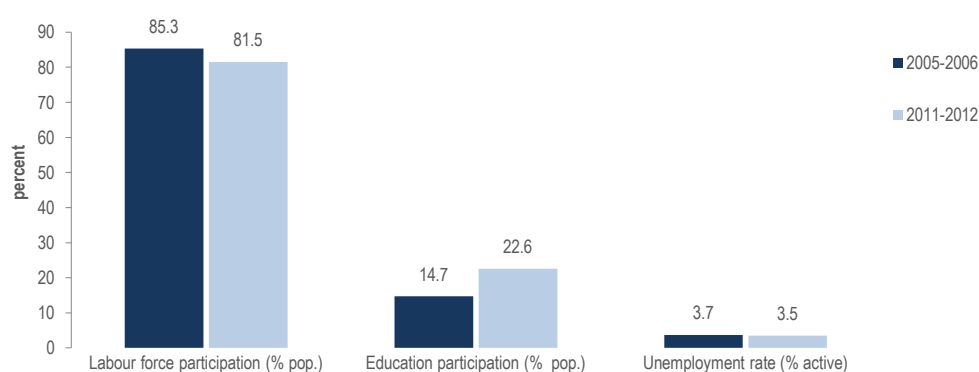
84. Migrant youth appear to face particular labour market challenges. A much lower share of migrant youth compared to other youth are in education (25 percent versus 12 percent) while a higher share are inactive and out of education (10 percent versus seven percent). Among those in the labour force, a higher share of migrant youth are unemployed, whether in strict (seven percent versus three percent) or relaxed terms (12 percent versus five percent).⁴² It is important to note, however, that econometric evidence indicates that migration does *not* have a significant influence on whether youth are in employment (rather than unemployed or inactive and out of education) when other individual and household factors are

⁴² Relaxed unemployment considers both unemployed workers and all individuals who are not working and are available for work. The relaxed unemployment rate is the sum of unemployed workers and not working individuals available for work expressed as a percentage of the expanded active population. The expanded active population, in turn, comprises not working individuals available to work and the active population.

controlled for (Table 15). These background factors, rather than migrant status *per se*, therefore, are likely driving much of the difference in labour market status between migrant and non-migrant youth.

85. Aggregate labour market indicators for youth over the last six years suggest that young people are staying in education longer before joining the labour force. A comparison of the results of the Uganda National Household Survey (UNHS), 2005/2006 and Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012 permits a view of the trends underlying the static picture of the youth labour market presented above. These trends, reported in Figure 30, show that education participation has risen by eight percentage points and labour participation has fallen by four percentage points over the period 2005/2006-2011/2012, indicating that Ugandan young persons are remaining in school longer and joining the labour force later. The youth unemployment rate, on the other hand, has not changed over the six-year period.

Figure 30. Young people appear to be staying in education longer before entering the labour force
Trends in aggregate labour market indicators, 18-30 age group, 2005/2006-2011/2012



Source: UCW calculations based on Uganda National Household Survey (UNHS), 2005/2006 and Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

4.2 Determinants of youth employment

Summary

- A number of factors appear to influence whether youth enter employment upon leaving education.
- Age, sex, place of residence, marital status, vocational training, labour market demand and household composition, *inter alia*, appear relevant in determining whether or not youth are employed.

86. A number of factors appear to influence whether youth enter employment upon leaving education. A regression model was estimated to assess the link between the probability of youth employment and a set of individual and household characteristics. Key results, reported in Table 15, are summarised below.

87. Youth age, sex and marital status. Consistent with the descriptive evidence presented above, the probability of employment rises with age. Female youth have a lower probability of employment, owing to the fact that many more female youth transition from education to domestic work in their own homes while more male youth transition from education to the labour force. Married youth are more likely overall to be employed, but the opposite pattern prevails for married *female* youth. Again, the result

reflects the culturally-driven tendency for females to remain at home to undertake domestic responsibilities.

Table 15. Determinants of youth employment, marginal effects after probit estimation with robust standard errors, 18-30 year-olds not in education^(a)

Explanatory variables		dy/dx	z
Youth age, sex and migration status ^(b)	Age 19	0.0003	0.0
	Age 20	0.0308	1.7
	Age 21	0.0171	0.7
	Age 22	0.0376	1.9
	Age 23	0.0444	2.4
	Age 24	0.0461	2.4
	Age 25	0.0635	3.9
	Age 26	0.0631	3.7
	Age 27	0.0790	5.2
	Age 28	0.0795	5.4
	Age 29	0.0927	6.6
	Age 30	0.0970	7.0
	Female	-0.0427	-2.8
	Migrated	-0.0047	-0.4
Youth marital status	Married/Live together	0.0791	3.5
	Female* Married/Live together	-0.1524	-5.9
Youth educational level ^(d) and vocational training	Primary	0.0361	2.4
	Secondary not completed	0.0093	0.6
	Higher than secondary	0.0079	0.4
	Vocational ^(c)	0.0289	2.7
Household wealth ^{(e)43}	Household wealth.: quintile 2	0.0249	1.9
	Household wealth.: quintile 3	0.0052	0.3
	Household wealth.: quintile 4	0.0288	1.8
	Household wealth.: quintile 5	0.0225	1.5
Household characteristics	Household size	-0.0177	-5.6
	Number of children aged 0-5	0.0115	1.9
	Number of children aged 6-13	0.0229	3.7
Residence and local labour market indicators	Urban	-0.0820	-3.7
	Labour demand ^(f)	0.8648	2.5
	Labour supply ^(g)	-0.0076	-0.1

Notes: (a) Results that are significant at at least five percent level of significance are denoted in bold; (b) Reference category is: Age 18 years (c) Trade or technical skill acquired at vocational school/Course, or learned from a friend or family member or from an NGO or community organization.; (d) Reference category is: Primary; (e) Reference category is: Household wealth: quintile 1. ; (f) Labour demand is proxied by the adult (31-55 years) employment ratio; and (g) Labour supply is proxied by the youth (18-30 years) to adult (31-55 years) population ratio.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

88. Migration status. Migrant status does not have a significant impact on the likelihood of employment when other individual and household factors are controlled for. Differences in the background characteristics of migrant youth, rather than migrant status *per se*, therefore, are likely responsible for the differences in the activity status between migrant and non-migrant youth seen in the descriptive evidence reported in Table 14.

⁴³ The Uganda Labour Force and Child Activities (NLF&CAS) 2011/2012 does not collect information on household expenditure or household income to be used as a measure of welfare. In the cases of other surveys, such as the Demographic and Health Surveys, which also lack direct welfare information, a common solution has been to generate a wealth index using a principal components approach, following Filmer and Pritchett (2001). The approach involves constructing an index based as the first principal component of a vector of assets, including durables goods, housing characteristics, and access to utilities. The principal components approach involves defining the wealth index in terms of the first principal component of the variables used.

The Wealth Index was constructed taking into consideration two sets of possible variables; housing characteristics, and service infrastructure.

89. *Education level.* Higher education *does not increase* the probability of employment. Indeed, youths with primary education are the only ones whose likelihood of being employed is significantly higher than that of non-educated youths. However, although more educated youths may face more problems securing jobs, the quality of their jobs is likely to be better. Human capital levels and employment outcomes are discussed in more detail in section 4.5 of this chapter.

90. *Vocational training.* Youths who have learned a trade or technical skill at a vocational school/course (or from a friend or family member or from an NGO or community organization) are more likely to be employed than those who have not. This suggests that job-oriented vocational training is an important instrument for facilitating youths' transition into the labour market.

91. *Household composition.* The likelihood of youth employment is also influenced by the number and ages of siblings within the household. Young persons with more 6-13 year-old siblings are more likely to work. These results suggest that young persons play an important role in helping maintain dependent children within their households.

92. *Local labour demand.* Local labour demand, as proxied by the employment to population ratio of workers aged 31-55, has a strong positive impact on the chances of youth securing employment, underscoring that youth employment is driven in important part by the state of the broader labour market. Labour supply, on the other hand, as proxied by the youth (18-30 years) to adult (31-55 years) population ratio, does not appear to have a significant impact on the likelihood of youth employment.

93. *Place of residence.* Place of residence plays an important role in the likelihood of employment. Youth living in urban areas are less likely than their rural counterparts to be employed, again reflecting underlying differences in the rural and urban labour markets for youth.

4.3 Youth access to jobs

Summary

- Unemployment is an important concern in urban areas, particularly when unemployment is defined to include discouraged workers
- A high proportion of urban youth are also not in education, employment or training (NEET) and therefore at risk of social marginalisation.
- Rates of both unemployment and NEET are especially high for urban female youth.

94. This section reports descriptive evidence of youth labour market challenges as reflected by lack of access to jobs. Two main groups of young people are looked at in this context: youth not in education and not in the labour force; and unemployed youth. Taken together, these groups constitute the "NEET" youth population.⁴⁴ Young people who are neither attaining marketable skills in school nor in the labour force, and particularly

⁴⁴ NEET is an acronym for "not in employment, education or training"; NEET is increasingly being used as an indicator of youth marginalisation and labour market difficulties.

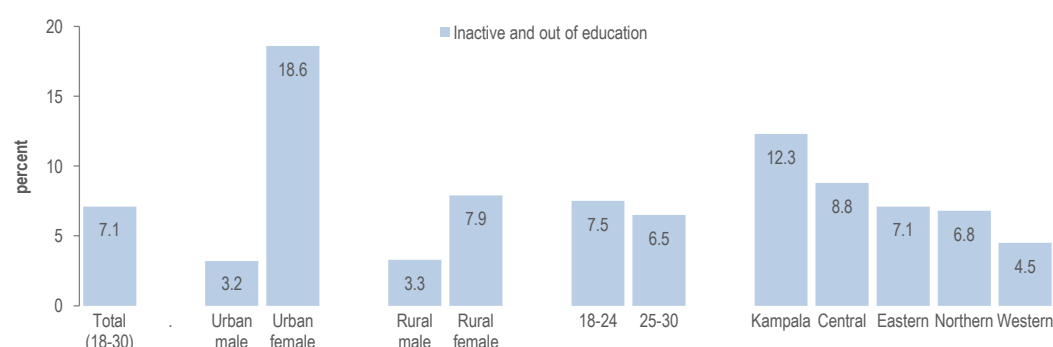
male youth in this group, frequently find themselves at the margins of society and more vulnerable to risky and violent behaviour. At a macro-economic level, they constitute unutilised productive capacity and a constraint to growth. Other risks borne by unemployed youth are also well-documented: unemployment can permanently impair their productive potential and therefore influence lifetime patterns of employment, pay and job tenure.

Inactive and out of education

95. Seven percent of all youths are inactive and out of education. Inactivity is particularly high for female youth in urban areas: the share of urban female youth that are inactive and not in education is almost four times that of female youth in rural areas and six times that of male youth in rural areas. This difference is primarily a product of more female youth being out of education: rates of education participation are almost 12 percentage points lower for female youth aged 18-30 years than male youth in the same age range. Cultural reasons are likely to push female youth out of school at an earlier age than male youth. Further, the greater share of female youth who are inactive and out of education reflects the dissimilar culturally-dictated paths male and female take upon graduating from education: male youth are more likely to transition to the labour force and female youth to domestic responsibilities within their own homes. Household work or other family motives are cited by 43 percent of female youth who are neither in the labour force nor in education cite but by only nine percent of their male peers (Figure 32).

Figure 31. Urban female youth are most likely to be inactive and out of education

Percentage of young people who are inactive and out of education, by sex, age range, residence and region



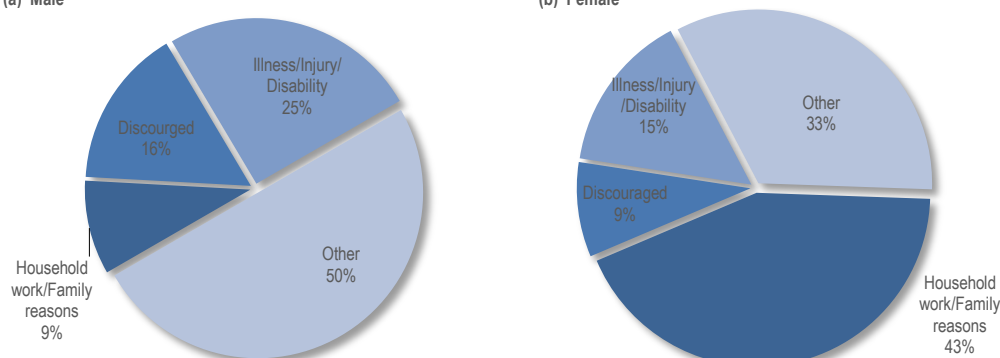
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure 32. Household work and family factors account for most female youths who are inactive and out of education

Main activity and/or motive for being inactive and out of school (% distribution), by sex

(a) Male

(b) Female



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Unemployment

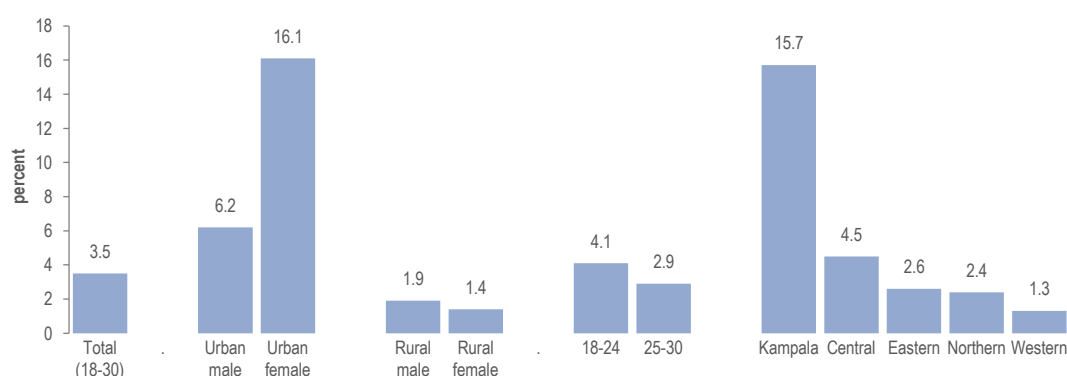
96. About four percent of young people in the labour force are without jobs.

But this low overall unemployment rate disguises important differences by sex and residence (Errore. L'origine riferimento non è stata trovata.).

Unemployment rates are much higher in urban areas than in rural areas – almost 12 percent versus two percent. In the capital city Kampala the unemployment rate is as high as 16 percent, while in other regions it varies from five percent in the Central region to one percent in the Western region. Within urban areas, the female youth unemployment rate is ten percentage points higher than that of males in the same age range.

Figure 33. Unemployment is highest among urban female youth and youth living in Kampala

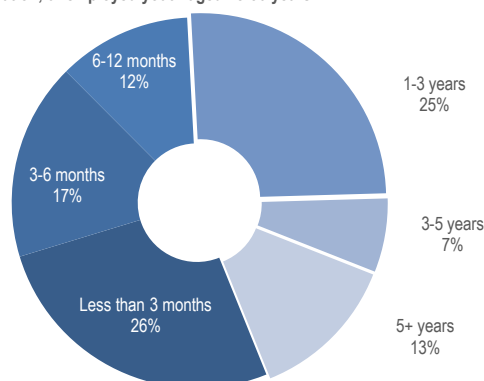
Unemployment rate (percentage of active population aged 18-30 years), by sex, age range, residence and Region



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

97. Unemployment spells are very long for many youth without jobs. As shown in Figure 34, almost half (44 percent) of unemployed youth have been without a job for at least one year and 20 percent have been without work for at least three years. Thirteen percent of young persons have been unemployed for at least five years. The length of unemployment spells are important to determining the likely harm caused by unemployment. High outflows and short spell durations may merely reflect active search on the part of youth for their “preferred” work, while the consequences of longer unemployment spells are likely to constitute a more serious policy concern. Long-term unemployment leads to skill depreciation and makes it more difficult to ultimately find employment. It also leads to discouragement, in turn pushing young persons out of the labour market altogether.

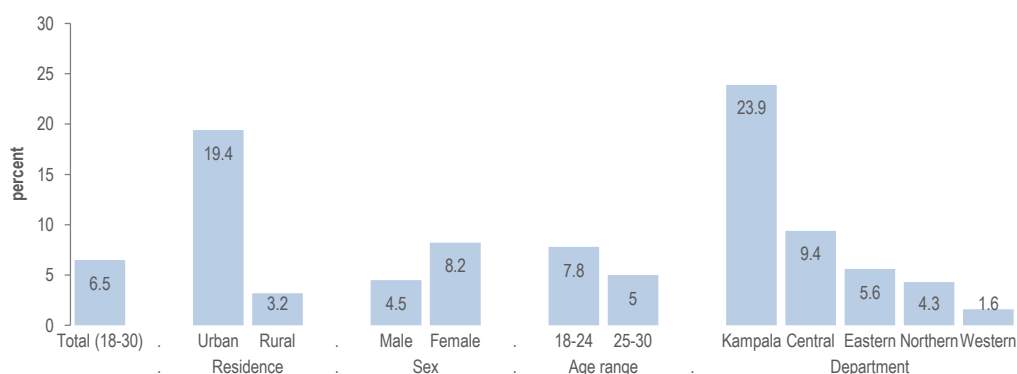
Figure 34. A significant share of unemployed youth have been out of work for an extended period of time
Distribution of unemployment duration, unemployed youth aged 18-30 years



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

98. Levels of “relaxed” unemployment among youth are much higher.⁴⁵ The relaxed youth unemployment rate is a more complete measure of the youth unemployment problem because it also captures discouraged workers, i.e. those willing to work but who have given up actively seeking work because they are pessimistic about their employment prospects. The relaxed unemployment rate stands at almost seven percent for the 18-30 years population as a whole, rising to 24 percent in the capital city of Kampala and to 27 percent for females in urban areas (see Figure 35).

Figure 35. Rates of unemployment are much higher when discouraged workers are also considered
Relaxed unemployment rate^(a) (percentage of expanded active population aged 18-30 years), by residence, sex, age range and department



Notes: (a) Relaxed unemployment considers both unemployed workers and all individuals who are not working and available for work. The relaxed unemployment rate is the sum of unemployed workers and not working individuals available for work expressed as a percentage of the expanded active population. The expanded active population, in turn, comprises not working individuals available to work and the active population.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

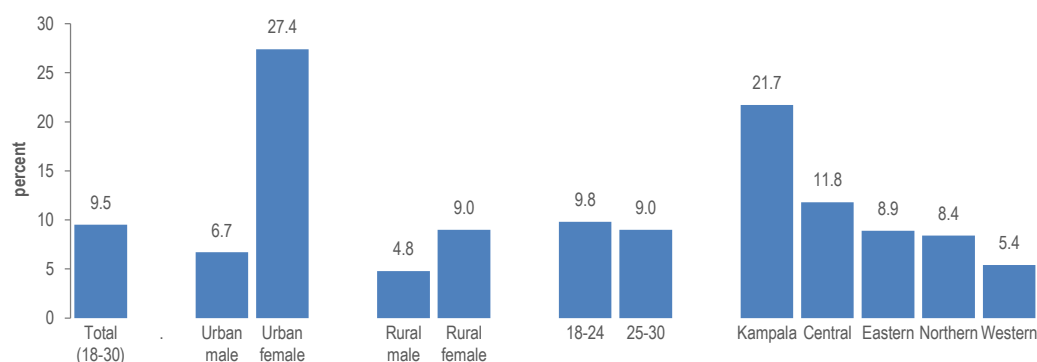
⁴⁵ The “relaxed” youth unemployment rate is a more complete measure of the youth unemployment problem because it also captures discouraged workers, i.e. those available to work but who have given up actively seeking work. Relaxed unemployment considers both unemployed workers and all individuals who are not working, but would accept a job if offered. The relaxed unemployment rate is the sum of unemployed workers and not working individuals available to work expressed as a percentage of the expanded active population. The expanded active population, in turn, comprises inactive individuals available to work and the active population.

NEET

99. One of every 10 Ugandan young persons is not engaged in education, employment or training, a group expressed by the acronym “NEET”. The group of NEET youth consists of both youths who are unemployed and youths who are not in education or the labour force, and therefore NEET is a more comprehensive measure for assessing youth labour market difficulties. The NEET concept is accordingly being increasingly used in youth labour market statistics, particularly in industrialised countries. The share falling into the NEET category is much higher among female compared to male youth, due both to their higher unemployment and higher inactivity rates. NEET status is particularly pronounced for urban female youth, of whom more than one-quarter (27 percent) fall into the NEET category. NEET status is also much more common in the capital Kampala compared to other departments. Almost 22 percent of all youth in Kampala fall into the NEET category compared to only 12 percent of youth in the next-highest (Central) district.

Figure 36. Urban female youth and youth living in Kampala are most likely fall into the NEET category

Percentage of young people in the NEET category, by sex, age range, residence and region

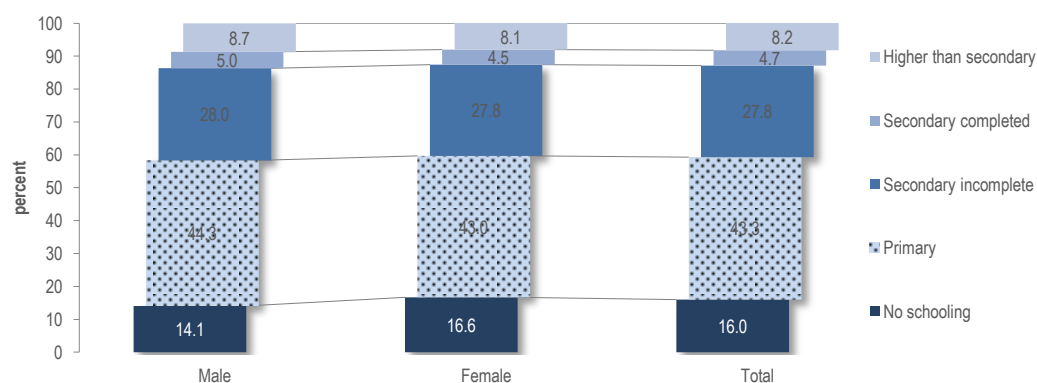


Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

100. Many youth are in the NEET category despite having relatively high levels of human capital. This fact underscores the lost of productivity represented by the NEET group. As reported in Figure 37, 13 percent of this group has at least completed upper secondary education.

Figure 37. Many youth are in the NEET category despite relatively high levels of educational attainment

Education level of NEET youth (% distribution), by sex



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

4.4 Youth job quality

Summary

- A variety of measures suggest that the quality of jobs held by Ugandan young people is generally low.
- Youth employment is dominated by informal, unremunerated work concentrated in the agriculture sector.

101. Labour force participation, unemployment and the other aggregate labour market indicators reported above provide only a very partial picture of the employment challenges facing young persons in Uganda. This is because in countries such as Uganda where poverty is widespread, most youth simply cannot afford to remain without work altogether and must accept jobs regardless of the conditions and pay associated with them. In the Ugandan context, in other words, the key policy concern is not whether young people are working but rather the *quality* of the jobs they hold, and the extent to which these jobs offer a path for advancement and route out of poverty. Job quality, however, is difficult to define; there is no single accepted indicator of job quality. In this section, data for a range of proxy indicators of job quality are reported in order to assess the quality of jobs secured by young Ugandans. These indicators include underemployment, sector and status in employment, non-farm employment and employment formality.

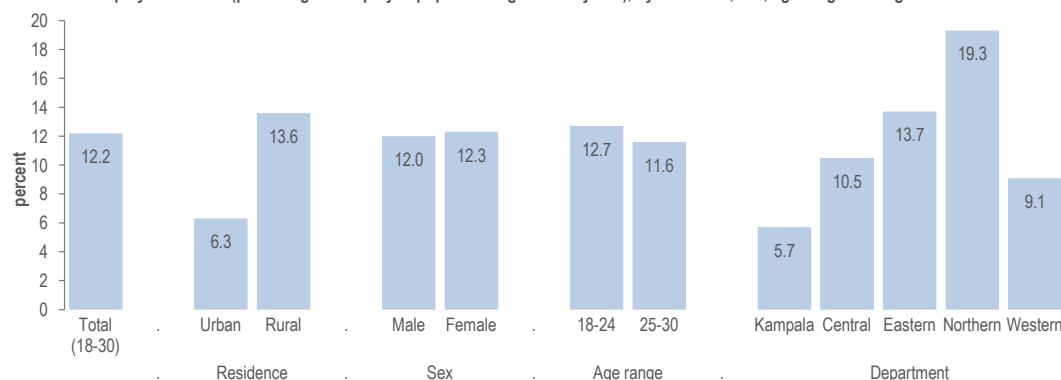
Underemployment

102. **Youth *underemployment*, sometimes referred to as “hidden unemployment”, affects 12 percent of employed youth in Uganda.** A person is considered in a situation of under-employment, in turn, if he or she works less than 40 hours a week and would like to work more hours than he or she actually does.⁴⁶ Underemployment is seven points higher in rural areas than in urban areas (Figure 38). The Northern region, one of the least-urbanised regions, has the highest underemployment rate for employed youths (19 percent). The capital Kampala has the highest rate of youth unemployment (16 percent) but the lowest rate of youth underemployment (six percent). This suggests that while young people in the capital have greatest difficulty in securing jobs, these jobs are most likely to be full-time in nature. The opposite holds true in rural areas where unemployment is much lower with respect to urban areas, but where youths are more likely to be working fewer hours than they would like to, with presumably a negative impact on their earnings and living standards.

⁴⁶ Time-related underemployment, as the only component of underemployment to date that has been agreed on and properly defined within the international community of labour statisticians, is the best available proxy of the underutilized labour force. The time-related-underemployed as share of total employment is measured as those who work less than 40 hours per week and who want and are available to work more hours. The underemployment rate is defined here as the number of employed persons in situations of underemployment expressed as a percentage of total persons in employment.

Figure 38. Underemployment is also an issue for employed youth, especially in rural areas.

Youth underemployment rate^(a) (percentage of employed population aged 18-30 years), by residence, sex, age range and region



Notes: (a) Information on underemployment does not cover employed in subsistence agriculture. The time-related underemployment rate is defined as the number of employed persons in situations of underemployment expressed as a percentage of total persons in employment. A person is considered in a situation of underemployment, in turn, if he/she works less than 40 hours a week and would like to work more hours.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

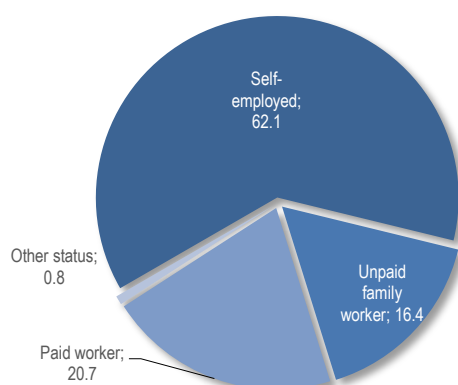
Sector and status of employment

103. Youth employment is dominated by unremunerated work concentrated in the agriculture sector. Sixty-eight percent of youth workers are found in the agriculture sector; 54 percent in totally or partly market-oriented agriculture and 14 percent in subsistence agriculture (work on the household farm for the household final consumption).⁴⁷ The remainder are divided among the service sector (14 percent), commerce (11 percent) and manufacturing (4 percent) (Figure 39). In terms of status in employment, the large majority (62 percent) of employed youth are in self-employment. The rest are found in unremunerated employment as unpaid family workers (16 percent) and paid employment (21 percent). Female youth appear to fare less well in terms of employment composition – they are less likely to enjoy remunerated jobs and are more likely to be found in low-productivity subsistence agriculture (Table 16 and Table 17).

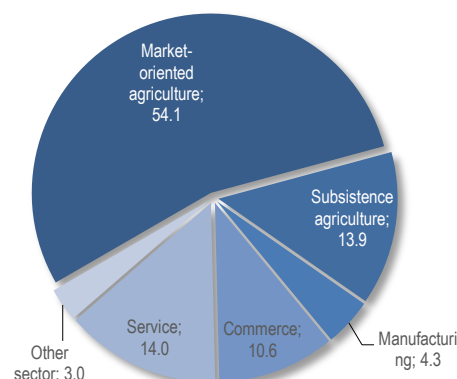
⁴⁷ The agricultural sector has been divided in two components; subsistence agriculture and totally or partially market oriented agriculture. Subsistence farming consists in agricultural production that is oriented almost exclusively towards household consumption. It is typically characterized by low-input use, consisting mainly in family labour and land, and by low output per unit of land. The term subsistence agriculture is not clear-cut, as it implies the identification of a certain threshold of marketed agriculture production, ranging from 0 percent to 100 percent (called "degree of subsistence"), beyond which agriculture passes from being of subsistence nature to being commercial. Subsistence agriculture is defined in this report as a form of farming where all production is consumed by the household itself. A strict definition is used, which excludes households producing mainly for household consumption but partly for sale/barter, as the data does not provide information on the percentage of the household agricultural production which is marketed. For this reason the figures on subsistence agriculture presented in this report are likely to be underestimated.

Figure 39. Only one fifth of youth workers are in paid employment

(a) % distribution of employed youth by status in employment



(b) % distribution of employed youth by sector of employment (a)



Notes: (a) The category "subsistence agriculture consists of work on household farms exclusively for the household's final consumption, while the category "market-oriented agriculture" consists of work on farms that are totally or partially market-oriented. The category "Other" includes mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Table 16. Sector of employment, percentage of employed persons aged 18-30 years, by sex and residence

Sector of employment ^(a)	Sex		Residence		Total
	Male	Female	Urban	Rural	
Market-oriented agriculture	53.0	55.1	11.9	63.0	54.1
Subsistence agriculture	10.6	16.9	3.8	16.0	13.9
Manufacturing	5.1	3.7	9.9	3.2	4.3
Commerce	10.6	10.6	31.1	6.3	10.6
Service	14.9	13.2	36.9	9.2	14.0
Other sector	5.8	0.5	6.5	2.3	3.0
Total	100	100	100	100	100

Notes: (a) The category "subsistence agriculture consists of work on household farms exclusively for the household's final consumption, while the category "market-oriented agriculture" consists of work on farms that are totally or partially market-oriented. The category "Other" includes mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

104. The composition of youth employment differs significantly by residence, again underscoring the differences in the rural and urban labour markets.

Rural youth not surprisingly are much more likely than their urban peers to work both in market-oriented agriculture and subsistence agriculture and are much less likely to work in services, commerce and manufacturing. In terms of status in employment, rural youth are less likely to work as paid employees, and are more likely to be in self-employment and in unremunerated employment, within the family. Differences are large; 45 percent of urban youths in employment are paid workers while for rural youths the percentage stands at only at 16 percent. On the other hand, self-employment absorbs 65 percent of employed rural youths against 48 percent of urban youths in employment.

Table 17. Status in employment, percentage of employed persons aged 18-30 years, by sex and residence

Sector of employment	Sex		Residence		Total
	Male	Female	Urban	Rural	
Paid worker	27.3	14.7	45.1	15.6	20.7
Self-employed	56.6	67.2	47.5	65.2	62.1
Unpaid family work	15.3	17.4	6.5	18.5	16.4
Other status	0.9	0.7	0.9	0.8	0.8
Total	100	100	100	100	100

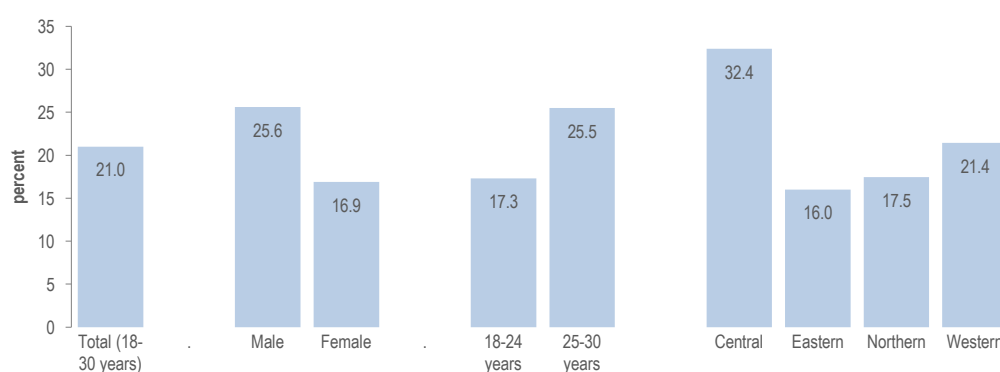
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Non-farm enterprise employment

105. Only about one in five rural youth work off the farm. Employment in *non-farm* enterprises is especially low among rural youth workers at the lower end of the 18-30 years age spectrum (17 percent) and among female rural youth workers (17 percent) (Figure 40). The Central region stands out as having the highest levels of youth non-farm enterprise employment (32 percent). A wide body of evidence indicates that the productivity and profitability in *non-farm* enterprises is generally better than in the farm sector, as are average wages and working conditions. Expanding *non-farm* enterprise employment opportunities for the large proportion of rural youth in agriculture will therefore be critical to improving their employment outcomes.

Figure 40. Almost eighty percent of employed rural youth are still in farm employment.

Rural non-farm^(a) enterprise employment (percentage of employed rural youth), by residence, sex, age range and region

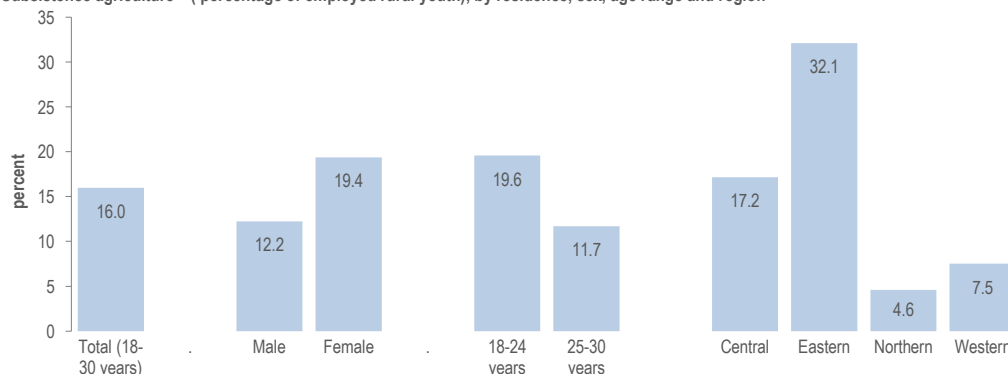


Notes: (a) Non-farm workers are defined as those working outside the agriculture sector.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

106. In rural areas 16 percent of employed youth are in subsistence agriculture, working on their own household farm for the household's final consumption. Female youths in employment are seven percentage points more likely to be in subsistence agriculture than their male counterparts. Subsistence agriculture absorbs up to 32 percent of youth employment in the Eastern region (Figure 46). A strict definition of subsistence agriculture is used, which excludes households producing mainly for household consumption but partly for sale/barter, as the data does not provide information on the percentage of the household agricultural production which is marketed. For this reason the figures on subsistence agriculture presented in this report are likely to be underestimated.

Figure 41. A high share of employed youth in rural areas are in subsistence agriculture

Subsistence agriculture^(a) (percentage of employed rural youth), by residence, sex, age range and region

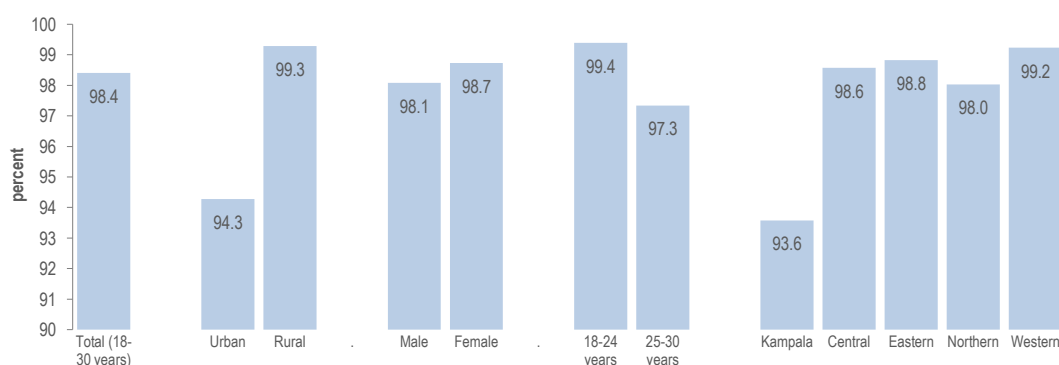


Notes: (a) The category "subsistence agriculture includes work in the household farm exclusively for the household's final consumption
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Employment formality

107. Almost all employed youth are in informal employment. Ninety-eight percent of all youth jobs are informal in nature (Figure 42), where informality is defined as including unpaid family workers, employees with no social security, paid leave or paid sick leave in case of illness or injury, and self employed whose business is not registered for income tax and is not organized in the form of an incorporated enterprise. Informality is remarkably high across all sub-categories of youth, although there are some differences in this regard by place of residence. In rural areas informality covers 99 percent of youth employment while in urban areas it covers 94 percent. Kampala, the capital city, has the lowest share of employed youths in the informal sector (94 percent) while informality stands at above 98 percent in other regions. The formality of employment is perhaps the best proxy for job quality, associated with more job stability, higher income and access to job benefits. The high rate of informality therefore highlights the fact that improving the quality of employment outcomes for youth remains a major challenge in Uganda.

Figure 42. The vast majority of employed youths are in informal employment
% of employed youth in informal employment, 18-30 years age group, by sex, residence and region



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

4.5 Transitions to working life

Summary

- Transitions to working life are frequently lengthy, especially for youths in urban areas.

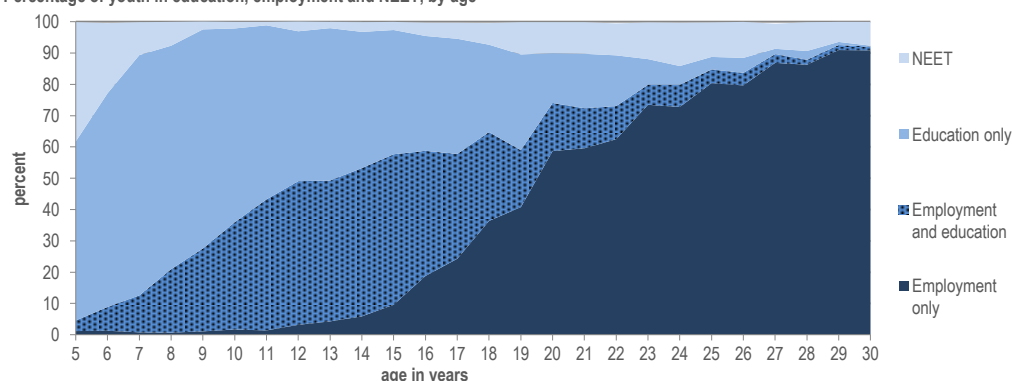
108. The discussion in this chapter has thus far focused on key outcome indicators of the transition to working life. In this section, attention turns to the transition process itself: the timing and length of the transition to working life, and the pathways taken in making this transition.

109. Many Ugandan young persons enter work as children. Figure 43 illustrates how activity status changes over the course of the whole 5 to 30 years age range. One key point emerging from the figure is that a very large proportion of Ugandans already enter employment as child labourers, *before* the general legal minimum age of employment at 14 years. More than 49 percent of youth are already employed at 13 years, although most of this group has not yet left education. Employment increases rapidly

beyond this age, mirrored by a decline in education. Involvement in education drops by more than two-thirds while labour force participation increases by one third as young people move from their teens into their early twenties. The transition out of education and into employment continues at a slower pace during the twenties, and by the age of 30 almost 92 percent are employed and only two percent remain in education.

Figure 43. The transition from education to employment begins at an early age for many youth

Percentage of youth in education, employment and NEET, by age



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

110. Young persons with some education take 1.5 years on average to transition from school to work. Table 18 reports estimates of the beginning and end of the transition from school to work, as well as the transition duration, disaggregated by sex and residence, making use of a simple set of cohort indicators. For the group transitioning directly to the labour force, the average age of entry in the labour market is also reported.⁴⁸ The average school-leaving age (that is, the starting point of the transition) of children and youth conditional on ever been at school, is 18.7 years. The average age of entering into work for the first time is 20.2 years, meaning that there is an average time lag of one year and a half between leaving school and entering work for the first time.

Table 18. School to work transition points, by sex and residence

Background characteristic		Children ever in school			Children never in school
		Beginning point of transition (average age of dropping out)	End point of transition (average age of entering into work for the first time)	Transition duration	Average age of entering into work for the first time
Total		18.7	20.2	1.5	11.3
Sex	Male	19	20.7	1.7	12.3
	Female	18.4	19.6	1.2	10.5
Residence	Urban	18.8	22.2	3.4	12.1
	Rural	18.6	19.4	0.8	11.2
Residence, Sex	Male/Urban	19.4	22.9	3.5	13.2
	Female/Urban	18.5	21.2	2.7	11.1
	Male/Rural	18.9	19.9	1.0	12.2
	Female/Rural	18.3	18.7	0.4	10.5

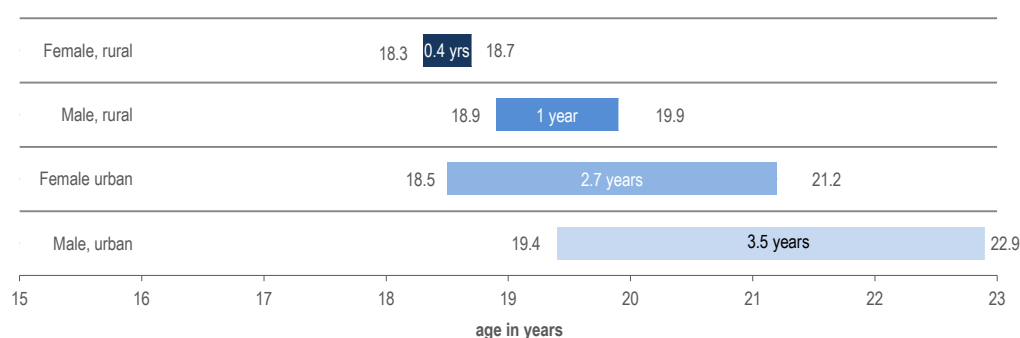
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

⁴⁸ It is worth underlying that a non-negligible number of children drop out very early from school. While they are formally included in the youth transitioning through school, their condition and the problems they face are likely to be closer to those of the children that never attend school.

111. The characteristics of the transition appears to depend both residence and sex, and on the interaction between the two. The beginning and the end of school to work transition disaggregated by area of residence and sex are reported in Figure 44. Specifically, youth in rural areas find employment more quickly than their counterparts in urban areas, suggesting labour entry problems are especially relevant in urban areas. But the apparently smoother transition in rural areas does not necessarily mean better transition outcomes. Indeed, as seen above, the shorter transition in rural areas culminates in only subsistence farm jobs for many young persons. Youth in urban areas take more time to secure employment after leaving school; this is particularly the case for urban males, who take an average of 3.5 to transition to work after leaving education.

Figure 44. Transitions are longest for male youth living in urban areas

Length and timing of transition from school to work in Uganda, by sex and residence



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

112. The average age of entrance into work is very low for children who have never attended school. The average at first job for this group ranges from 13.2 years of age for males in urban areas to 10.5 years of age for females in rural areas (Table 18).

4.6 Human capital and youth employment outcomes

Summary

- Many Ugandan young people have had little opportunity to acquire human capital: 69 percent have primary education or less.
- More educated young people face greater initial difficulty securing jobs, but the quality of the jobs they eventually do secure is better.

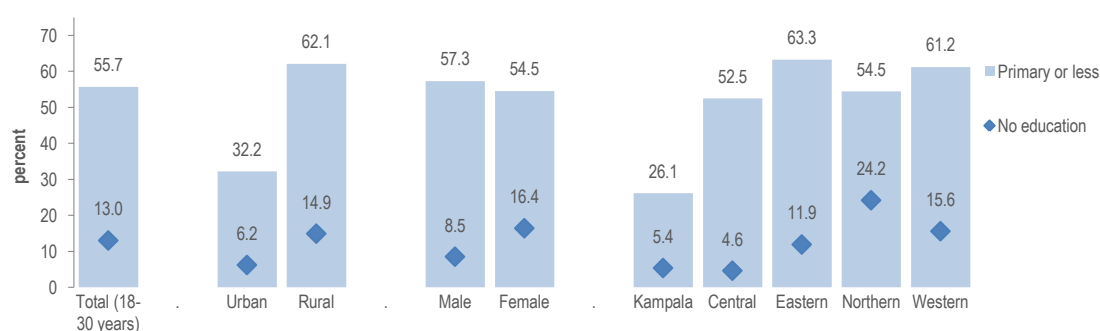
113. The most obvious connection between child labour and poor youth labour market outcomes is through compromised education. Earlier in the report, evidence was presented indicating that child labour is associated with compromised education. This section, in turn, looks at the role of education in youth labour market outcomes.⁴⁹

114. Levels of human capital remain low for many Ugandan young people, compromising their future prospects. Almost 13 percent of young people

⁴⁹ A lack of longitudinal data and/or of retrospective questions on involvement in work as children prevents exploring the link between youth employment outcomes and child labour involvement directly.

not currently in education have no schooling and 56 percent have primary education or less. Again, female youth are particularly disadvantaged in this regard – the share of female youth with no education is eight percent higher than the share of male youth. Low human capital is especially pronounced in rural areas, where 15 percent of youth not currently in education have no schooling and 62 percent have primary education or less (Figure 45). A number of regions also lag behind national averages in this regard. The Northern region, for example, registers a very high percentage of youth with no education (24 percent). What is the impact of low human capital on youth employment outcomes? The descriptive evidence presented below suggests that more educated young people may face greater initial difficulty securing jobs, but that the quality of the jobs they eventually do secure is better.

Figure 45. Educational levels remain low for many Ugandan young persons
Educational attainment, non-student population aged 18-30 years, by sex, residence and department

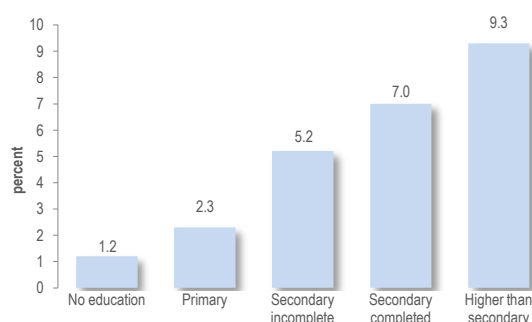


Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

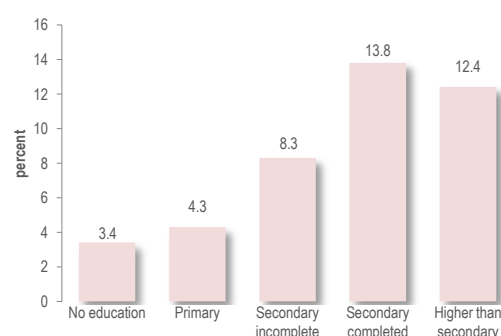
115. Unemployment is higher for more educated youth (Figure 46). This is partially the product of the fact that less-educated young people by definition begin their transition to work at an earlier age, and therefore have had a greater length of exposure to the labour market and more time to secure employment. To the extent that youth education is correlated with household income, better educated youth may also be more able to afford spells of unemployment. But the positive link between unemployment and education levels may also be a reflection of mismatches between the skills produced by the education system and those needed in the labour market, and of the need for better mechanisms for bringing together young skilled job seekers and employers.

Figure 46. Unemployment is higher among more educated youth

(a) Unemployment rate (% of active population not in education) by level of education attained



(b) Relaxed unemployment rate^(a) (% of expanded active population not in education) by level of education attained



Notes: (a) Relaxed unemployment considers both unemployed workers and all individuals who are not working, searching job or/and would accept a job if offered. The relaxed unemployment rate is the sum of unemployed workers and not working individuals available to work expressed as a percentage of the expanded active population. The expanded active population, in turn, comprises not working individuals available to work and the active population.

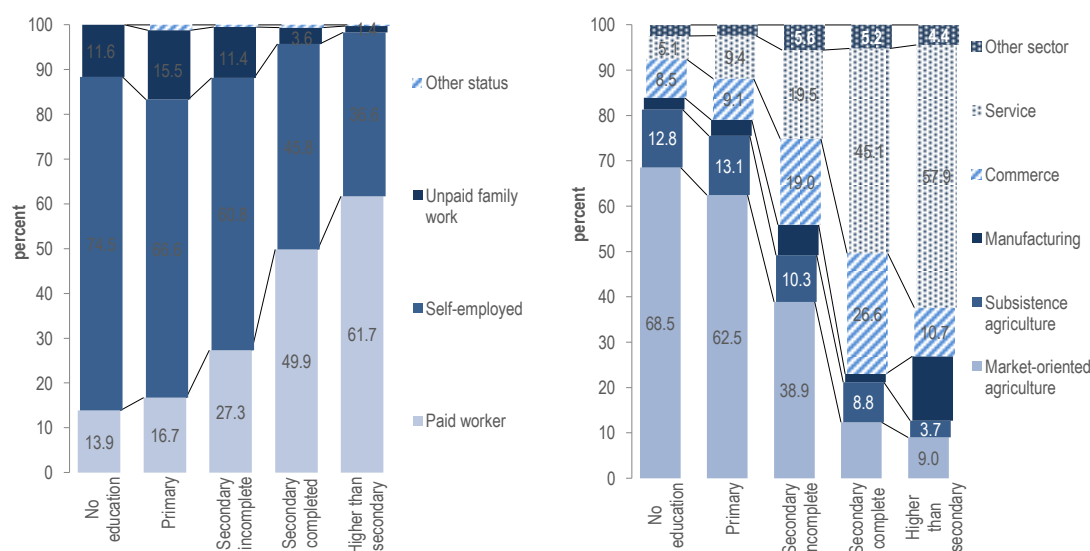
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

116. Level of education is clearly linked with job quality. Figure 47 reports the composition of youth employment by level of education. It shows that the likelihood of paid work and of work in the tertiary services sector both rise consistently with more education. Similarly, Table 19, which reports employment formality by education level, indicates that more educated youth are more likely to enjoy formal employment. However, as illustrated previously in the chapter, informal sector employment is widespread in Uganda and even youth with more than secondary education are heavily concentrated in the informal sector (88 percent).

Figure 47. More education is associated with greater involvement in paid work in the tertiary sector

(a) Percentage distribution of employed youth not currently in education by education level and status in employment

(b) Percentage distribution of employed youth not currently in education by education level and sector of employment^(a)



Notes: (a) The category "subsistence agriculture" consists of work on household farms exclusively for the household's final consumption, while the category "market-oriented agriculture" consists of work on farms that are totally or partially market-oriented. The category "Other" includes mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Table 19. Education level and employment formality, non-student employed youth aged 18-30 years

Category	Education level (distribution across formality categories)					Total
	No education	Primary	Secondary incomplete	Secondary completed	Higher than secondary	
Formal ^(a)	0.4	0.4	2.6	3.2	12.5	1.7
Non-formal ^(b)	99.6	99.6	97.4	96.8	87.5	98.3
Total	100	100	100	100	100	100

Notes: (a) Informality is defined as including the following: unpaid family workers, employees with no social security, paid leave or paid sick leave in case of illness or injury and self-employed whose business is not registered for income tax and is not organized in the form of an incorporated enterprise.

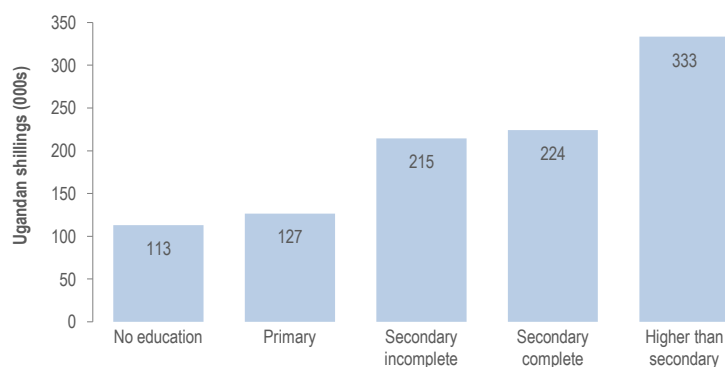
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

117. Higher education is associated with a very large earnings premium.

Figure 48, which reports average labour income of young employees by education level, shows that successive levels of educational attainment are associated with higher earnings. The move from primary to secondary and from completed secondary to tertiary education are associated with especially large jumps in earnings.

Figure 48. More education is associated with higher levels of earnings

Average monthly labour income⁽¹⁾ (in Ugandan Shillings-UGX)(000s) non-student employees aged 18-30 years, by education level



Notes: (1) Average labour income is calculated for all young employees with non-zero labour income.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

118. Econometric evidence confirms the importance of higher education as a determinant of earnings.

A wage equation was estimated in order to assess the importance of education and other individual and household characteristics on earnings of employees.⁵⁰ Estimation results, reported in Table 20, indicate that the earnings premium associated with primary education is positive and that the premium associated with secondary or higher education is even greater. Specifically, youth with primary can expect earnings that are 23 percent than their peers with no education while youth with secondary or higher education can expect 84 percent higher earnings compared to their uneducated peers. It is interesting to note that vocational education, on the other hand, is *not* associated with an earnings premium. Table 20 also reports other determinants of earnings. Earnings rise with age; male youth and married youth also enjoy higher earnings. Male youths can expect 26 percent higher earnings than female youths and married youth 18 percent higher earnings than unmarried ones. Relative earnings levels also depend on the household size; youths belonging to large households appear to earn less. Youth in households where electricity is available are likely to be earning more than those in households not benefiting from electricity. Finally, earnings depend on the area of residence; employment in urban areas is associated with significantly higher earnings relative to earnings in rural areas.

⁵⁰ The Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012 does not provide information on earnings for other categories of status in employment.

Table 20. Determinants of earnings,^(a) results of OLS estimation with robust standard errors, working pop. aged 15-60 years

Variables		Logarithm of earnings ^(b)	Standard errors
Age, gender, migration status and marital status	Age	0.0696***	(0.0166)
	Age squared	-0.0008***	(0.0002)
	Male	0.2681***	(0.0591)
	Migrated	0.0110	(0.0609)
	Married	0.1784***	(0.0678)
Household characteristics	Head of the household male	0.1426*	(0.0752)
	Household size	-0.0238**	(0.0095)
	Tap water	0.0315	(0.0669)
	Electricity	0.2949***	(0.0698)
	Own livestock	0.0419	(0.0587)
Level of education attained ^(c) and vocational	Primary	0.2318**	(0.0963)
	Secondary or higher	0.8397***	(0.1030)
	Vocational	-0.0154	(0.0622)
Sector of employment ^(d) and working hours	Weekly working hours	0.0024*	(0.0012)
	Manufacturing	0.0107	(0.1118)
	Services	0.1320	(0.0899)
	Other	0.3791***	(0.0975)
Residence	Urban	0.1647**	(0.0742)
Region ^(e)	Central	0.0389	(0.0662)
	Eastern	-0.0140	(0.0960)
	Northern	0.1573	(0.1056)
	Western	0.1203	(0.0839)
Constant		9.2654	(0.2991)

Notes: (a) Dependent variable is logarithm of earnings (b) significance level *** p<0.01, ** p<0.05, * p<0.1; (c) Reference category: no schooling; (d) Reference category: Agriculture; and (e) Reference category: Kampala.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

119. In summary, the balance of evidence points to substantial returns to education in the Ugandan labour market. While high unemployment levels indicate that educated young people have greater initial difficulty in securing jobs, the jobs that they do eventually secure are likely to be of better quality and, in the case of those with higher education, are significantly better paid. This in turn has important implications in terms of trade-offs between child labour and education earlier in the lifecycle. Theory and evidence suggests that positive returns to education can have an important feedback effect on parents' decisions to invest in children's education.⁵¹ In situations where there are opportunities for better paid jobs for educated young persons, parents have greater incentive to invest in their children's schooling, and to *not* send their children to work prematurely.

4.7 Relative position of youth in the labour market

Summary

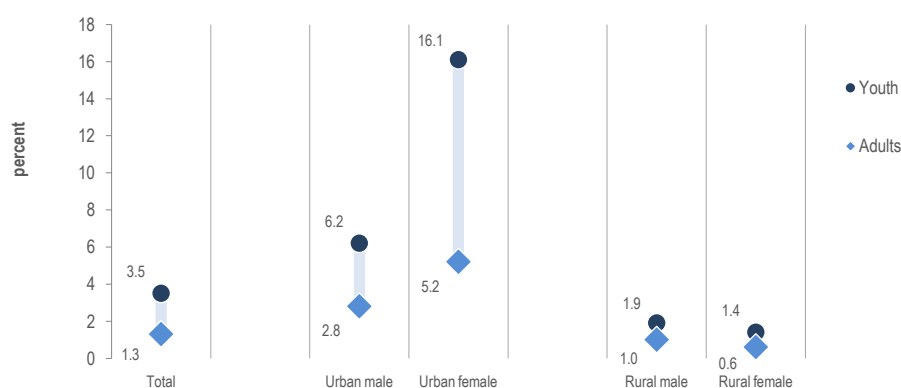
- Young persons appear to fare worse than their adult counterparts in terms of both job access and job quality

120. Comparing the labour market status and job characteristics of young persons and adults provides an indication of the extent to which young workers are disadvantaged in relation to their adult counterparts in securing quality jobs.

⁵¹ See, for example, the discussion on this point in: UCW programme, *Joining Forces Against Child Labour. Inter-agency report for The Hague 2010 Global Child Labour Conference*. Rome, May 2010.

121. The youth unemployment rate is higher than the adult rate, although unemployment is relatively low for both groups. Four percent of active youth are unemployed against only one percent of adults. Female active youths appear even more disadvantaged in terms of unemployment rate with respect to adult females (4.3 percent against 1.2 percent), especially in urban areas (16.1 percent against 5.2 percent). The same pattern holds when discouraged workers are included in the calculation of unemployment (not shown). Employed youth are also more likely than adults to be *underemployed*. These figures suggest the existence of special barriers to youth employment in Uganda, especially for female youths in urban areas, that need to be addressed by policy makers.

Figure 49. Young people in the labour force face a higher risk of unemployment than their adult counterparts
Unemployed population as a percentage of active population (strict unemployment rate), youth and adult workers

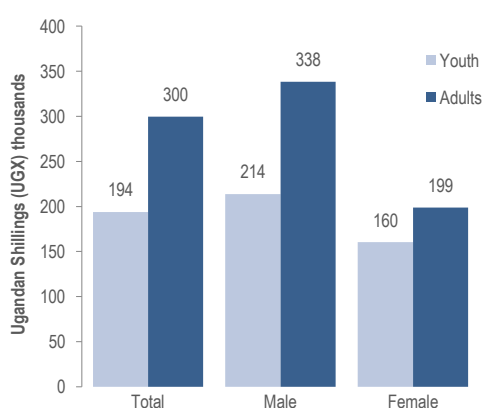


Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

122. The jobs held by young workers appear to be of poorer quality.

Employed youth are slightly more likely than their adult peers to be underemployed (12 versus 10 percent) and much more likely to work in low-productivity unremunerated family work (16 percent versus six percent) (Appendix Figure A13 and Appendix Figure A14). Earnings levels for young workers in paid employment are considerably lower than for their adult counterparts (UGX 194 versus UGX 300) (Figure 50). Both youth and adult workers are heavily concentrated in the informal sector (98 percent and 97 percent, respectively).

Figure 50. Young people earn less compared to their adult counterparts
Average labour income,^(b) youth and adult employees



Notes: (b) Average labour income is calculated for all employees with non-zero labor income.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

CHAPTER 5.

NATIONAL RESPONSES TO CHILD LABOUR AND YOUTH EMPLOYMENT CONCERNS

123. Child labour and youth employment are inextricably linked. This requires an integrated approach that simultaneously addresses child labour and youth employment outcomes, that addresses human capital development needs of children and youth along the lifecycle. Although government has put in place a number of policies and programmes and a conducive regulatory framework to prevent child labour in Uganda, child labour still obtains owing to inadequate government funding for interventions for addressing child labour, limited coordination and collaboration among the different players, weak enforcement of labour laws and limited awareness and mobilization of community members to address child labour. The government has made some efforts to create employment for youth in Uganda such as the development of the Business Technical Vocational Education and Training (BTNET) Strategic plan also referred to as “Skilling Uganda” programme. However, efforts for improving youth employment outcomes suffer from lack of a policy framework for youth employment and limited funding for youth employment programmes.

124. Thus addressing the twin challenges of child labour and youth unemployment require an integrated set of policy priorities. However, there are some key policy areas that have already been identified within current government policies and plans but need more commitment to ensure their effective implementation. To tackle the challenge of child labour, the following policy areas have been proposed:

- **An integrated approach to child labour:** Child labour is a multi-dimensional problem that requires an integrated area based approach by all stakeholders to address child labour within a given area. An integrated approach focuses on all children and ensures that all of them attend full time formal schools. It involves institution of measures to withdraw children from work and reintegrating them into schools as well as taking measures to ensure that those who are already in schools are retained in school. An integrated area based approach works with all stakeholders, including the different government ministries, workers, employers, the civil society teachers, local leaders, community groups, parents, and children. Although child labour is concentrated within the agricultural and domestic realms, focusing efforts on only these sectors would lead to a sector-based approach that would exclude children working in other sectors.
- **Strengthen awareness raising and communication:** Awareness about the causes, manifestations and consequences of child labour is very key in mobilizing communities to take practical actions to address it. Awareness raising increases community understanding and knowledge on child labour, develop and disseminate effective communication messages to heighten awareness on the negative consequences of child

labour and the value of education. A national awareness raising strategy should that utilizes a mix of communication channels and products including radio, television, and print media and community based channels such as community drama, cinema and dialogue meetings in order to achieve maximum impact. This should closely target and work with all key stakeholders including community members, community leaders, religious leaders, teachers, government staff, employers and workers in order to sustainably influence the attitudes and norms of community members towards preventing child labour and supporting the education of all children.

- **Promote access to primary education:** Government should remove barriers to schooling for all children including schoolbooks, uniforms and school feeding. School feeding programmes, as well as provision of water and sanitation facilities in school also promote retention and learning in school. Promoting access and retention of children in school is key in preventing children from child labour. More attention should also be put on improving access to education by improving quality education in Uganda will entail introducing reforms that gradually reduce large class sizes, improving teacher:pupil ratios, training teachers, child centered learning methods, development of a competence based curriculum. This will improve the quality of education and learning outcomes and reduce on child labour. Existing non-formal systems should be revamped and redesigned in order to enable children to transition to formal full-time quality education.
- **Strengthen social protection mechanisms:** Social protection programmes to reduce household vulnerability and child labour. Unconditional and conditional cash transfer programmes, including various forms of child support grants, family allowances, needs based social assistance and social pensions, are all relevant to ensuring household livelihoods and supplementing the incomes of the poor. Government should therefore scale up the Social Assistance Grant for economic Empowerment (SAGE) that comprises the Senior Citizens Grant and Vulnerable Families Grant being piloted in 14 districts to cover all districts and to cover more vulnerable households in the country.
- **Strengthen child labour monitoring:** It is important to develop a national child labour monitoring system in order to keep track of the number of children involved in child labour and provide the viable alternatives and support for education and skills training. It is imperative to involve the different stakeholders (community volunteers, religious leaders, women and youth groups, teachers, workers, employers, local leaders and district staff) in child labour monitoring to ensure sustainable identification, prevention and withdrawal of children from all forms of child labour.
- **Strengthen labour inspections and enforcement of labour laws:** The Ministry of Gender, Labour and Social Development should strengthen enforcement of labour laws by recruitment of more district labour officers and strengthen their capacity to undertake inspections in the formal and informal sector.

125. Responding to the youth unemployment situation required an integrated set of policy options that address both the supply and demand side labour market outcomes. A set of four policy priorities have been suggested as the key drivers for youth employment outcomes in Uganda.

These include skills development, job search support and youth entrepreneurship and self-employment.

- **Skills Development:** Evidence shows that Uganda youth lack of skills to enable them get jobs in the labour market. Moreover, youth who never attended school or who left school early, find it extremely difficult to find work. Strengthening business technical vocational education and training (BTNET) will provide youth with technical and core skills for employability. Effective provision of BTNET will require collaboration between government and the private sector.
- **Job Search Support:** One of the key challenges hindering effective transition of youth to the labour market is lack of labour market information. Accurate and timely labour market information on jobs is important for youth seeking for employment. Jobseekers should be assisted to match their qualifications to the demands of the labour market through providing individual career guidance, the preparation of functional curricula vitae and support in the development of employment plans. Out of school, rural and disadvantaged youth should be particularly targeted to access labour market information and job search services.
- **Promoting youth entrepreneurship and self-employment:** Youth entrepreneurship is one of the most relevant interventions for combating youth unemployment and has a high potential for employment creation. Lack of adequate business, entrepreneurship skills and experience poor access to financial services hinder youth entrepreneurship and self-employment. Thus nurturing an entrepreneurial culture by including entrepreneurship education and training in school, easing access to finance for youth, providing market information and business development services to youth have a high potential of promoting youth entrepreneurship and self-employment. Programmes should target specific groups that suffer from specific market barriers, such as women.

5.1 Legal framework for responding to child labour

126. The Government Uganda has put in place an enabling environment for protection of children against child labour including the worst forms of child labour. Uganda has ratified important international conventions including the Minimum Age of Employment, 1973, (No. 138); the Worst forms of Child Labor Convention, 1999, (No. 182); The United Nations Convention on the Rights of the Child (UNCRC) 1989; The Optional Protocol to the CRC on Combating the use of Children in Armed Conflict; The Optional Protocol on the Sale of Children, Child Pornography, and Child Prostitution; and The African Charter on the Rights and Welfare of Children. Uganda is also party to international commitments regarding orphans and vulnerable children of which child laborers form a significant part. These include declaration of the commitment on HIV/AIDS, UNGASS on HIV/AIDS 2001, a world fit for children declaration 2001 and the Millennium Declaration that was launched at the UN Summit in September 2000.

127. The government has developed relevant laws for protection of the rights of children, including the worst forms of child labour. These include

the 1995 Uganda Constitution⁵², the Children's Act (Cap 59) 2000; the Employment Act (No. 6) 2006; the Occupational Safety and Health Act, 2006; the Trafficking in Persons Act, 2009⁵³; the Penal Code Act 120 (amended 2007)⁵⁴. In 2006, a national Child Labour Policy was enacted. The overall objective of the policy is to guide and promote sustainable action aimed at the progressive elimination of child labour, starting with the worst forms. These are explained in detail below:

- **The National Constitution:** The 1995 Constitution of the Republic of Uganda provides the overarching legislative framework for protection of the rights of children in Uganda. Article 34 (4) of the Constitution provides for the protection of children against social and economic exploitation. It further prohibits the employment of children in work that is likely to be hazardous or interfere with their education or is harmful to their health or physical, mental, spiritual, moral, and /or social development.
- **Employment Act No. 6 of 2006:** The Employment Act of 2006 prohibits employment of children in any work, which is dangerous or injurious to the child's health. Sec.32 (1) of the Act states that, "a child under the age of twelve shall not be employed in any business, undertaking or work place". Clause 2 of the same section states that, "a child under age of fourteen years shall not be employed in any business, undertaking or workplace, except for light work carried out under supervision of an adult aged over eighteen years, and which does not affect the child's education". Furthermore, Sec.32 (4) prohibits the employment of a child in any employment or work that is injurious to his or her health, dangerous or hazardous or otherwise unsuitable. Sec.32 (5) prohibits the employment of children at night (7.00 pm to 7.00 am).
- **Occupational Safety and Health Act No. 9 of 2006:** The Act covers all working environments and workplaces; presumably, the Act therefore regulates the safety and health of all workers including children. The Act provides for the inspection of work places, identification of hazards at the work place and other related matters. Under Section 13, the Act places upon the employer the duty to protect workers and provide protective gear.
- **The Children's Act Cap 59:** The Children's Act Cap 59 adopts the principles of the international and regional instruments on the rights of the child that Uganda has ratified. Regarding the employment of children, Section 109 of the Act states that no child shall be employed or engaged in any activity that may be harmful to his or her health, education, mental, physical and/or moral development.

⁵²The 1995 Uganda Constitution provides for protection of children from performing work that is likely to be hazardous or interfere with their education, be harmful to their health or physical mental and social development

⁵³ The Trafficking in Persons Act, 2009; provides for the protection of both children and adults from trafficking which leads to various forms of exploitation and other insidious human rights abuses

⁵⁴ Penal Code (Amendment Act) 2007, Acts Supplement No.4 to the Uganda Gazette No. 43 Volume C, Dated 17th August 2007. Entebbe: UPPC, by Order of Government.

⁵⁵ The Penal Code Act 120 (amended 2007) prohibits sex abuse against children and criminalizes abduction, child trafficking and sexual exploitation of children, child stealing; and commercial sexual exploitation. Conviction against any of these cases carries a maximum sentence of seven years

- **Penal Code Act:** The Penal Code Act makes it an offence to induce a person to give up himself as a slave or to unlawfully compel another to labour against his free will. These provisions on slavery are in line with the ILO Convention 182 which defines the worst forms of child labour to include ‘all forms of slavery’ while the provisions on forced labour are in line with the ILO Convention on Forced Labour, ratified by Uganda in 1963.
- **Guidelines for labour inspectors:** To fulfill the commitments ILO Convention 182 on the prohibition of the worst forms of child labour and the ILO Convention No. 138 on the Minimum Age for Admission to employment, the Government defined the types of hazardous work for children, The National Child Labour Policy, adopted in 2006, also calls upon Government to identify hazardous sectors and work activities for children.
- Other laws that have a bearing on prevention of child labour include the Uganda Citizenship and Immigration Control Act Cap 56, The National Drug Policy and Authority Act Cap 206 and the Mining Act, 2005 that protects children from working in mines.

128. Despite the existence of the plethora of laws, cases of child labour still obtain against this background of rich policy and legal framework. There is an apparent lack of capacity to deliver on most of these policies. The capacity of the government to deliver depends on wider institutional capacity and priorities, local norms and pulling together of actors involved in elimination of child labour. Indeed, MoGLSD (2011)⁵⁶ shows that despite the numerous legal, policy and institutional frameworks in place, both the prevention and elimination of child labour has only registered modest results due to limited funding, weak enforcement of legal provisions, delays in the justice system, and the limited number of labour officers to identify, report and monitor child labour interventions. For instance, the Employment Act has not been effectively enforced owing to limited human and financial capacity by MGLSD, and limited awareness about labour laws. Many of the provisions of children’s Act are supposed to be implemented by the District and Probation and Welfare Offices under MGLSD and yet these departments are not well facilitated and are not fully functional.

129. Although local governments are supposed to initiate and implement programmes for preventing child labour and addressing youth unemployment, most local governments lack the financial and human resource capacity to implement programmes. The failure to integrate and support child labour in district local governments’ development plans further hinders efforts to fight child labour. Therefore, if Uganda is to meet the vision of ending child labour by 2016 as set in the Global Action, the governments mandate to deliver on ending child labour must match the mandate to provide for the needs of all its children.

5.2 National policy framework for child labour

130. The National Development Plan (2010/2011-2014/15) highlights strategies aimed at promoting access to education and skills development and consequently addressing child labour. The NDP prioritizes 8 thematic

⁵⁶ MoGLSD (2011). The National Plan of Action for the Elimination of the Worst Forms of Child Labour (Unpublished). Kampala, MoGLSD.

areas for national transformation and development. These are (i) increasing household incomes and promoting equity, (ii) enhancing the availability and quality of gainful employment, (iii) improving stock and quality of economic infrastructure, (iv) increasing access to quality social services, (v) promoting science, technology, innovation and ICT to enhance competitiveness, (vi) enhancing human capital development, (vii) strengthening good governance, defense and security, and (viii) promoting sustainable population and use of the environment and natural resources (NPA 2010⁵⁷).

131. Chapter Seven of the National Development Plan outlines the key strategies for strengthening primary and secondary education. These include: increasing access and equity of primary and secondary education for girls and boys by reducing the costs of education to families, supporting programmes targeted at vulnerable children and youth, reducing social-cultural barriers to girls' school attendance in order to reduce gender disparity in primary education and expanding and improving primary school infrastructural facilities. Others include improving the quality and relevance of primary education for girls and boys by enhancing instructional quality to increase pupils' achievement of literacy, numeracy, and basic life skills, strengthen the teaching force and adopt pre-primary programs and other measures to prepare children for the intellectual requirements of primary school.

132. The National Development Plan further highlights strategies for strengthening Business, Technical, Vocational Education and Training (BTNET) by increasing access and equity of BTNET, constructing and rehabilitating infrastructure in existing BTNET institutions, and furnishing existing institutions with the required equipment, furniture and other supplies. The government plans to construct and rehabilitate infrastructure in existing BTNET institutions, furnish existing institutions with the required equipment, furniture and other supplies, improve quality and relevance of BTNET and increase equitable access to non- formal BTNET. These strategies are all key for improving employment outcomes for youth.

5.3 Policies directly addressing child labour

133. Some of the key policies and programmes that have been put in place to address child labour include the National Child Labour Policy, the National Action Plan for Elimination of Worst Forms of Child Labour as discussed below.

134. **The National Child Labour Policy (2006):** The Government of Uganda is committed to ensuring a society free of exploitative child labour, a society in which all working children enjoy their right to childhood, education, dignity and the full development of their potential. In 2006, the Government of Uganda developed the National Child Labour Policy (NCLP). The overall goal of the NAP (2011-2015) is to eliminate the unconditional Worst Forms of Child Labour to the barest minimum in Uganda by 2015, while at the same time laying a firm foundation for eradication of all other forms of work that affect the overall wellbeing and development of children. According to the National Child Labour Policy of 2006, child labour refers to:

- work that is mentally, physically, socially and/or morally dangerous and

⁵⁷ NPA (2010). The National Development Plan. National Planning Authority, Ministry of Finance, Planning and Economic Development. Kampala

harmful to children. In addition, child labour is perceived as work or activities that interfere with children's school attendance.

- hazardous work, which by its nature or the circumstances under which it is performed, jeopardizes the health, safety and morals of a child. The policy goes on to explain that: *In its extreme forms, child labour is accompanied by the use of dangerous tools, long hours of work, heavy loads and tasks, exposure to chemicals and dangerous substances, cruelty by employers, sexual abuse and exploitation. When any of the above mentioned characteristics are observed where children are working, child labour takes the form of hazardous work that requires elimination as a matter of urgency.*

135. The objective of the Child Labour Policy is to integrate child labour concerns into national, district and community development programs, establish legal, legislative and institutional frameworks for combating the Worst Forms of Child Labour (WFCL), and to stimulate collective and concerted mobilization against child labour at all levels. To operationalize the policy, with the support of ILO/IPEC through the Time Bound Programme, a National Action Plan (NAP) for the Elimination of Worst Forms of Child Labour was developed and launched in August 2012. The Ministry of Gender, Labour and Social Development is charged with the implementation of the National Child Labour Policy in collaboration with line Ministries particularly Ministry of Education and Sports, Ministry of Local Government, the workers and employers organization and the civil society (MoGLSD 2006)⁵⁸.

136. The National Action Plan for the Elimination of Child Labour (2012/13-2016/17): In 2012, the Ministry of Gender, Labour and Social Development with support from ILO/IPEC under the SNAP project developed a National Action Plan (NAP) for Elimination of the Worst Forms of Child Labour to operationalize the National Child Labour Policy (2006). The process of developing the NAP started in 2001, when MGLSD developed a draft National Action Plan (2001-2005) to guide interventions for elimination of child labour. In 2007, the draft NAP (2001-2005) was reviewed with support from ILO/IPEC, to update a previously existing draft NAP in 2007 to incorporate all the strategic interventions in the 2006 National Child Labour Policy.

137. The goal of the NAP is to reduce all Worst Forms of Child Labour in Uganda by 2016/17. The overall objective of the NAP was to guide the implementation of sustainable action aimed at the progressive elimination of child labour, starting with the worst forms. The development of the NAP was a participatory and consultative process that sought views from officials from Ministry of Gender, Labour and Social Development (MGLSD) in collaboration with key government line ministries including Ministry of Education and Sports (MoES), Ministry of Local Government (MoLG) and Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), employers and workers organizations including FUE, NOTU, COFTU UNATU Others were UNICEF, the civil society, district officials and community members. The NAP is a joint plan of action between the Ministry of Gender, Labour and Social Development and the Ministry of Education and Sports, the key

⁵⁸ MoGLSD (2006). The National Child Labour Policy. Ministry of Gender, Labour and Social Development. Kampala

ministries that are critical in efforts for the elimination of child labour. The NAP was finalized, approved and launched in August 2012. The total budget for the NAP is Ug.Shs. 510,125,300,000 for five years.

138. The NAP prioritizes 5 key strategies for preventing and addressing child labour. These include: (i) access to education and vocational training, (ii) strengthening household livelihoods through alternative forms of incomes for families affected by the worst forms of child labor, (iii) advocacy and awareness raising, (iv) strengthening the capacity of relevant institutions, reviewing the legal framework as well as improving coordination and tri-partism to enable effective delivery of programmes for elimination of child labour strategies for addressing child labour, and (v) withdrawing rehabilitating, and integrating children in the worst forms of child labour and instituting programmes for sustainable livelihoods.

139. The NAP (2012/13-2016/17) has put in place a robust regulatory and policy framework for the operationalization of the Child Labour Policy (2006). The NAP is a multi-stakeholder and multi-sectoral approach for the elimination of the Worst Forms of Child Labour. The five-year NAP provides a framework for actions by different stakeholders to eliminate all forms of child labour. Since 2012, the NAP has been used by the different stakeholders involved in the fight against child labour to mainstream child labour concerns in their work since it spells out the roles and responsibilities of all stakeholders, provides a framework for mobilizing resources and sets a timeframe for targets for effectively implementing interventions for the elimination of child labour. However, limited funding from the government and lack of a clear resource mobilization strategy undermine its effective implementation.

140. **The Orphans and Other Vulnerable Children's (OVC) Policy:** With the overarching goal of attaining “full development and realization of rights of orphans and other vulnerable children”, the main thrust of the OVC policy is to reduce vulnerability of OVC, ensuring social inclusion of marginalized groups, and ensuring participation of OVC and their families. The OVC policy mentions working children as one vulnerable category and highlights education and child protection as some of the key priority policy strategies.

141. **National Social Sector Programme Plan for intervention (NSPPI-2) for Orphans and other Vulnerable Children:** In 2011, the Ministry of Gender, Labour and Social Development made efforts to integrate child labour issues into the National Strategic Programme Plan of Intervention (NSPPI-2) (2011/12-2015-16) for Orphans and other Vulnerable Children (OVCs). The NSPPI-2 has a budget of Uganda Shillings 3,313,295,335 for five years and it is mainly funded by USAID. NSPPI-2 is designed to target particularly the critically and moderately vulnerable children who constitute 51% of children's population in Uganda. Worst Forms of Child Labour (WFCL) and hazardous work are key categories of vulnerable children targeted by the NSPPI-2. Categories of vulnerable children are presented below.

Table 21. Vulnerable children

	Critically vulnerable children	Moderated vulnerable children
1	Orphans whose rights are not fulfilled	Children out of school
2	Children infected and affected by HIV/AIDS	Child mothers
3	Children with disabilities	Children in poverty stricken households
4	Children in worst forms of child labour (such as commercial sexual exploitation, illicit activities, paid domestic work and work that interferes with school attendance)	Children involved in hazardous work such as domestic service, informal sector and commercial agriculture
5	Children experiencing various forms of abuse and violence and children in abusive homes and institutions	Children living with elderly caregivers and parents or guardians with disabilities
6	Street children, abandoned and neglected children	Children in hard to reach areas such as fishing communities, nomadic communities and mountainous areas
7	Children in contact with the law	
8	Children in child headed households	
9	Children in armed conflict (abducted children, child soldiers and child mothers)	
10	Any other category of children who are assessed to be in need of immediate care and protection	

142. The key objectives of NSPPI-2 are: strengthening the capacity of families, caregivers and other service providers to protect and care for orphans and other vulnerable children; expanding access to essential services for orphans and other vulnerable children, their caregivers and families/households [including education, food and nutrition security, health, water, sanitation, and shelter, psychosocial support and basic care]; increasing access to protection and legal services for orphans and other vulnerable children, their caregivers and families/households; and strengthening the institutional, policy, legal and other mechanisms that provide supportive environment for a coordinated OVC response (MoGLSD 2012⁵⁹). Most of the core programme areas of the NSPPI-2 generally address child labour.

143. NSPPI-2 has an elaborate OVC Management Information System (OVC-MIS) for collecting data on the implementation of interventions. The OVC-MIS has some indicators for collecting information on child labour, although these need to be elaborated and aligned with the National Action Plan for the Elimination of Child Labour in Uganda (2011/12-2015/16). Additionally, the OVC-MIS is only being implemented in a few districts and District Community Development Officers (CDOs) who are supposed to collect data lack adequate capacity to collect comprehensive OVC-MIS data. Moreover, OVC-MIS data depends on self-reporting by civil society organizations that implement projects funded by the major donors of NSPPI, majorly for donor reporting requirements. This renders information collected incomplete and unreliable in reporting the efficacy of the plan in addressing child labour. MGLSD should thus collaborate with the Orphans and Vulnerable Children National Implementation Unit (OVC-NIU) and the District Labour Officers to

⁵⁹ MoGLSD (2012). National Social Sector Programme Plan for intervention. Ministry of Gender, Labour and Social Development. Kampala.

ensure that child labour data in the OVC-MIS is used for informing policy and programming for child labour (ILO 2011⁶⁰).

144. Since child labour is a multi-dimensional problem that is caused by various factors and manifests in different forms of vulnerabilities, it is difficult to single out specific interventions under the NSPPI-2 that directly address child labour. It is equally difficult to single out how much resources are specifically directed towards addressing child labour since the NSPPI-2 does not indicate specific funds for each vulnerability category. Another challenge of the NSPPI-2 is lack of clear indicators for measuring progress towards elimination of child labour. This makes it difficult to assess the contribution of the plan in addressing child labour.

5.4 Improving school access and quality

145. **Education Sector Strategic Plan 2004/05-2014/2015:** A number of education reforms have been undertaken by government to improve access of all children to education. The Education Sector Strategic Plan (ESSP) succeeded the Education Strategic Investment Plan (ESIP) of 1998-2003. The ESSP is designed to contribute to the Millennium Development Goals (MDGs) and Education for All (EFA) goals⁶¹. The ESSP thus aims to support programs targeted to disadvantaged children and youth, lower costs of education by allocating capitation grants to schools through taking into account the differences among schools in the populations they serve, lower social-cultural barriers to girls' attendance, expand and improve primary school facilities and increase equitable participation in a coherent and flexible post-primary system.

146. Efforts have also been made by government to increase budgetary allocation to the education sector. The Ministry of Finance, Planning and Economic Development anticipated that the budget for education will increase by 76% between 2003/04 and 2013/14. The share of education in total government expenditure is expected to increase from 19.4% to 21.2% between 2003/04 and 2013/14. Under the ESSP, the MoES plans to reconfigure post primary education sector to align it with the labour market requirements. During the ten-year timeframe of the ESSP, the Ministry plans to shift gradually from inflexible parallel tracks of: (1) a six-year academic curriculum (secondary) designed to prepare students for higher education and (2) a two or three-year vocational education program designed to prepare students for entry level jobs in the work force. Within BTJET, the Ministry will make a gradual transition from post primary full-time programs to a more flexible BTJET system.

147. Under the first Education Social Investment Plan, (ESIP-1) 71.1% (2003/04) of the budget was allocated to the recurrent budget and 28.8% (2003/04) to the development of capacity to accommodate additional students. 61% (2003/04) was targeted on improving the quality of instruction. Under the second Education Social Sector Plan (ESSP II), spending priorities were shifted. Recurrent expenditures absorb 76% (2005/06, 64% (2014/15) of the budget while development expenditures

⁶⁰ ILO-IPEC (2011). Integrated Area Based Approach and Child Labour Monitoring Systems in Rakai District. ILO-IPEC. Dar-es-Salaam.

⁶¹ MoES (2004). Education Sector Strategic Plan 2004/05-2014/2015. Ministry of Education and Sports. Kampala

consume the remaining 24% (2005/06), 36% (2014/15). The share of development expenditures allocated to the expansion of capacity falls to 36 % (2014/15) while the share devoted to improving the quality of instruction rises to 78.2% (2014/15). In the first ESIP budget, the wage bill consumed 69.9% (2003/04) of the recurrent budget; in ESSP II wages, salaries and benefits are expected to represent 80% in 2005/06 and 76% in 2014/15 of the recurrent budget.

148. The Long-Term Expenditure Framework projects that 9,094 billion Ug. Shs will be available to finance the provision of education over the period of ESSP II. The annual allocation increases from 619bn billion Ug. Shs in 2005 to 1135 bn billion Ug. Shs in 2014 - an increase of 83. In 2003, the private sector was estimated to have contributed 302.4 billion and 636.2 bn in 2004-05 and 2014/15 respectively to finance education in Uganda. Although there has been a gradual increase in the government to the education sector, the share of expenditure borne by the private sector is still large yet many students for secondary and tertiary education are drawn from lower income households and willingness and ability of the families of these students to pay fees is questionable. A student loan scheme has been proposed as a device for enabling students to finance the private share of costs of higher education.

149. **The National Integrated Early Childhood Development Policy (IECD):** The IECD policy aims at harmonizing the existing ECD initiatives for holistic service provision, set standards and guidelines for equitable access to quality and relevant ECD services, and strengthen institutional capacity of ECD Systems for quality and sustainable ECD services (MGLSD 2012⁶²). The IECD policy is aligned to the Millennium Development Goals especially MGDs number 2 (achieve universal primary education), 4 (reduce child mortality), 5 (improve maternal health) and 6 (combat HIV, Malaria and other diseases). The policy is also in line with the World Declaration on Education for All, 1990 which states that, “every person – child, youth and adult – shall be able to benefit from educational opportunities designed to meet their basic learning needs. The GoU further affirms the Dakar Framework for Education for All (EFA) which calls for “expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children. The policy will promote Early Childhood Education by establishing an Early Childhood Development (ECD) centre at every primary school to allow for easy access of ECD Services by all children and caregivers but also easy transition to primary level education. Although the development of the NIECD policy is a positive step towards creating strong foundations for children, there is need to develop a National Action Plan that will provide a framework for mobilizing resources for the implementation of the policy.

150. **Universal Primary Education Policy:** Uganda government implemented universal primary education (UPE) policy in 1997. The introduction of Universal Primary Education (UPE) in 1997 resulted in a surge of enrollment in primary school from 3.1 millions in 1996 to 7.4 millions in 2008 (UBOS 2009⁶³). Despite high enrolment rates reaching over 85 percent, only one in

⁶² MGLSD (2012). The national Integrated Early Childhood Development Policy. Ministry of Gender, Labour and Social Development. Kampala.

⁶³ UBOS (2009). The 2009 Statistical Abstract. Kampala. UBOS

every three children who enroll in primary one is likely to complete the full cycle of primary education. Among the factors which hinder children's access to and participation in education is the opportunity and direct costs of schooling as parents are still required to bear the cost of non-tuition dues and levies (UNESCO 2005⁶⁴, UBOS 2006a). Girls - are particularly at a high risk than boys to miss out or drop out of school due to lack of supply side factors as well as socio-cultural factors such as early marriage (UNICEF 2003) and lack of proper sanitation facilities in school (MoES 2006⁶⁵). Other supply side factors like scarcity schools also hinder children's access to and participation in basic education. (ILO/IPEC 2011, Walakira & Byamugisha 2008)⁶⁶. Out of school children are also likely to be engaged in child labour in order to supplement family income (UBOS 2006a, ILO and CWP 2008⁶⁷), end up on the streets, in early marriage and suffer sexual abuse (Ssewanyana 2009⁶⁸).

151. Universal Secondary Education (USE): Uganda is one of the first countries in Sub-Saharan Africa to introduce Universal Secondary Education (USE) policy in 2007. Although enrollment has increased dramatically since 2008, primary school completion rates remain relatively low at 47 percent. With the low supply of government secondary schools, almost half of secondary students attend private schools (IYF 2011⁶⁹). Still most rural secondary schools are lack of even basic school facilities such as desks, blackboards, chairs, drinking water, and toilet facilities⁷⁰. Although the government has made significant progress in improving educational access, more resources and continued effort will be required to achieve truly universal education. The effective implementation of Universal Secondary Education in selected districts and the development of a law on compulsory education will enhance the preventive measures of school dropouts and risks to child labour. Availability, accessibility and quality of education are very important factors since they determine the appreciation and value attached to education by parents, attraction and retention of children in school and their performance.

5.5 Expanding second chance learning opportunities

152. Non Formal Education (NFE) programmes provide innovative alternative approaches to children who cannot get access to formal schools for a variety of reasons. NFE programmes provide opportunities for children who are engaged in child labour to be reintegrated into school and

⁶⁴ UNESCO 2005. Children in abject poverty in Uganda: A study of criteria and status of those in and out of school in selected districts in Uganda

⁶⁵ MoES 2006. School Sanitation and Hygiene in Uganda. Ministry of Education and Sports, Kampala.

⁶⁶ Walakira and Byamugisha (2008). Child Labour in the Fishing Sector in Uganda: A Rapid Assessment towards Ending Child Labour in the Fishing Communities.

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⁶⁸ Ssewanyana S, (2009). Growth, Inequality, Cash Transfers and Poverty in Uganda. International Policy Center for Inclusion Growth. Brasilia. UNDP.

⁶⁹ International Youth Foundation (2011). Navigating Challenges. Charting Hope. A Cross-Sector Situational Analysis on Youth in Uganda.

⁷⁰ Asankha Pallegedara and Takashi Yamano (2012). Impacts of Universal Secondary Education Policy on Secondary School Enrollments in Uganda. Accessed from: <http://www.wbiconpro.com/226-Allegadara.pdf>

eventually transition to formal schooling. Some of the NFE programmes that have been implemented in Uganda include:

- **Complementary Opportunities for Primary Education:** Government of Uganda and UNICEF developed the Complementary Opportunities for Primary Education (COPE) in 1994-1995 to establish primary schools where they were most needed, specifically in four Northern districts of Acholi region. The programme reached out to older children up to age 16, who had never attended primary school, particularly girls and children with disability whose numbers had multiplied due to the civil war in Northern Uganda. COPE was a non-formal education programme where pupils studied for 3 hours a day (ibid).
- **Child Centered Alternative Non-formal Community based Education (CHANCE):** in 1999, Save the Children in partnership with the district local governments of Central Region (Luwero, Nakaseke Nakasongola and Wakiso districts) and other stakeholders have been implementing Child Centered Alternative Non-formal Community based Education (CHANCE) and Early Childhood Care and Development, which target children in hard to reach communities without any formal schools or basic social services. It was designed to suit the context and needs of children in pastoralist, poor and isolated farming and fishing communities of this Region. The objective of CHANCE was to bridge the gaps and complement basic UPE program. It was implemented in underserved pastoral and fishing communities of Wakiso, Luwero, Nakaseke and Nakasongola districts. In October 2012, over 5,000 children were accessing quality basic and early childhood education, 94 NFE teachers had been trained in professional teaching methodologies; certified and recruited by government and 41 CHANCE centers had been coded by government and included on the list of schools to receive grants and support from governments.
- **Alternative Basic Education for Karamoja (ABEK):** ABEK is a collaboration between Save the Children, UNICEF and the Ministry of Education and Sports (MoES). The local government of the 6 districts of Kotido, Kaabong, Moroto, Napak, Nakapiripirit and Amudat are also involved in the implementation of the programme. ABEK was introduced in 1998 as a response to the low enrollment and retention of primary school pupils within the formal UPE school system. Although increased public primary enrollment was experienced throughout most regions in Uganda, during the initial onset of UPE in 1997, this did not happen in Karamoja. ABEK was established to meet the basic and social needs of children in pastoral communities to bridge the gap between formal public schools and the semi-nomadic pastoral lifestyle of Karamojong children. ABEK learning centers are managed by a learning center committee which identifies the school location, recruit, hire and manage local teachers/facilitators (Save the Children⁷¹, Save the Children Norway 2006)⁷². In 2006, ABEK had enabled 32,770 children in the Karamoja region to access education 2,536 of these transitioned into formal

⁷¹ Retrieved from: http://www.savethechildren.ug/index.php?option=com_content&view=article&id=162&Itemid=271 on 15th June 2013

⁷² Save the Children Norway (2011). A review of the Alternative Basic Education program in Karamoja. Save the Children Norway. Kampala

schools. There were still many children of school age who still do not go to school. As of April 2009, 2,830 (2,480 males and 350 females) learners had enrolled in the 20 mobile ABEK centres in Kaabong, Kotido, Moroto, Napak, Nakapiripirit and Amudat districts (SCiU 2011⁷³). An evaluation conducted by Save the Children in Uganda in 2011 established that ABEK still registered low levels of literacy and numeracy achieved by the learners, the learning environments at the centers were not always safe, child friendly and conducive and levels of transition into primary schools could not be ascertained because of the limited record keeping. Moreover, 85% of the children enrolled and attending ABEK were female hence, majority of the boys were left out by the programme and were actively engaged in herding. Although the programme has been embraced and supported by the community, the sustainability of the programme is uncertain since it is mainly dependents on support from Save the Children.

- **The Right of All Children to Education:** In 2006, UNICEF introduced The Right of All Children to Education (TRACE) under two broad projects: Early learning and stimulation, and Primary Education. TRACE covered 23 districts in Uganda. Early learning and stimulation aimed at increasing the percentage of 0-5 years-old girls and boys in the target districts to realize the right to quality early learning, stimulation and preparation for timely enrollment in primary school from 2% to 12%. TRACE supported the development of infrastructure for community based ECD-centers, and the development of curricula and materials in 16 local languages. Primary education quality and completion increase the proportion of children 6-12 years to realize the right to education from 53% to 68% and to complete primary education and receive the required proficiency in their classes. One of the key achievements of TRACE was the adoption of the thematic curriculum for early primary school by the national Curriculum Development Center and increased school enrollment in the project districts (UNICEF 2010)⁷⁴.
- **Basic Education for Urban Poor Areas (BEUPA):** BEUPA began in 1997 following the implementation of the UPE policy. Kampala City Council (KCC) recognized that most urban poor children were not enrolling in school despite the introduction of the UPE policy. The aim of BEUPA was to provide basic literacy, life skills, and employment skills to children aged 6 – 16 years in Kampala slums and ensure their transition to formal education. BEUPA was funded by the MOES (about 60 percent of funding – largely for instructor salaries and construction), the Germany Government (about 34 percent of total funding) and by the Kampala City Council (about 6 percent of funding). Until 2008, BEUPA was under the Ministry of Education and Sports but in 2008, the programme was put under the jurisdiction of KCC (Eleanor 2008)⁷⁵. However, many children failed to acquire relevant numeracy and literacy skills. There is limited information about the programme after 2008.

⁷³ SCiU (2011). An Assessment of the Alternative Basic Education for Karamoja. Save the Children in Uganda. Kampala.

⁷⁴ UNICEF (2010). UNICEF's Child Friendly Schools: A case study. UNICEF. Kampala.

⁷⁵ Huntington, E (2010). Educating the Forgotten: Non Formal Education in Urban Kampala. School for International Studies, Kampala.

5.6 Expanding social protection and basic services

153. Government has prioritized social protection as a key strategy for poverty reduction. In 2011, government initiated a social protection programme, known as the Social Assistance Grants for Empowerment (SAGE) aimed at addressing risk, vulnerability and shocks that affect vulnerable households, including children. The SAGE is implemented by the Expanding Social Protection Programme (ESP) in the Ministry of Gender, Labour and Social Development and overseen by a multi-institutional Steering committee comprising the ministries of Finance, Local Government, Health, Education, the Office of the Prime Minister, the National Planning Authority and development partners.

154. The aim of the ESP programme is to “embed a national social protection system that benefits the poorest as a core element of Uganda’s national policy, planning and budgeting processes”. The programme is responsible for developing and implementing a national social protection framework for Uganda, including strengthening the capacity of the government deliver this framework. The SAGE comprises two grants: Senior Citizens Grants and the Vulnerable Family Grants. During its initial five years, the programme will be supported by international partners, in particular DFID, Irish Aid and UNICEF with a total funding of £41 million and a contribution of Uganda Shillings 31 billion from the Government of Uganda (ESP 2012⁷⁶).

155. The Senior Citizens Grants targets older persons 65 years of age and above (but 60 years in the case of Karamoja region). The Vulnerable Family Grants are paid out to households with low labour capacity owing to age, physical disability, and a high dependency on others because they cannot work. Both schemes are being piloted in 14 districts in the country. The Vulnerable Family Grants (VFGs): The VFGs are household grants that are designed to target those households that have extreme labour capacity deficiencies and high dependency, and are thus particularly vulnerable to falling into poverty. Thus, VFGs are intended to reach households containing a high proportion of older people, children and people with disabilities. Given the prioritization of support for orphans in Uganda, orphans and their caregivers are also prioritized by this Programme. Targeting for the VFGs is conducted by applying numerical scores to the members of each household according to the age, sex, disability and orphan hood status, access to health services, and children (6-12) not attending school (ESP 2012). Beneficiaries of both the SCGs and VFGs receive a monthly grant of UGX 23,000 about US\$8 per month linked to inflation and calculated as the amount necessary to increase the consumption expenditure of the average household in the lowest decile to that of the 11th percentile. This amount represents about 20 per cent of the monthly household consumption of the poorest of Uganda’s population. This amount is however revised annually to allow for inflation. The SAGE programme aims to reach 600,000 people in 95,000 households at pilot (2011–2015). This represents approximately 15% of households in the pilot districts. (OPM 2012⁷⁷).

⁷⁶ ESP (2012). Social Assistance Grants for Economic Empowerment. Expanding Social Protection Programme. Ministry of Gender, Labour and Social Development

⁷⁷ OPM (2012). Evaluation of the Social Assistance Grants for Economic Empowerment: What is going on? Oxford Policy Management Ltd

156. The SAGE has registered some achievements on the lives of beneficiaries. For instance, poor household members have made livelihoods investments in form of seeds, livestock, and hiring labour to work untended land. There have also been improvements in access to and retention in school and ability to afford medical care for children from vulnerable households. Although the amount of the grant paid to beneficiaries seems small, evidence from other countries particularly South America shows that even such small payments, if paid regularly and predictably, make a huge difference to the lives of poor and vulnerable individuals and families. However, there is need to scale up the SAGE in order to reach the large number of vulnerable people, including children engaged in child labour.

157. **The National Policy on HIV/AIDS and the World of Work:** This policy recognizes that the HIV/AIDS epidemic affects the most productive segment of the labour force in Uganda, people in the age ranges of 15-49. The policy aims at providing a framework for prevention of further spread of HIV/AIDS and mitigation of social economic impact of the epidemic within the world of work. The policy notes that children who have been forced out of school due to HIV/AIDS-related factors are often forced to join the labour market, with the dual consequence of engaging in exploitative labour and increasing the pool of unskilled workers.

158. **Decentralization Policy:** Local governments derive their governance system from the Constitution of the Republic of Uganda 1995 and the Local Government Act. The local governments provide structures for addressing child labor at the community level. Child labour committees also exist in some districts, though with limited functionality. Rakai, Wakiso, Mbale were supported by ILO-IPEC in 2012 and integrated child labour concerns in the district development plan and budgets. Lira district was supported by International Rescue Committee to integrate child labour concerns in the district development plan and budget (ILO-IPEC 2012). However, most districts have not integrated child labour concerns in their development plans.

5.7 Responding to youth employment concerns

159. This chapter presents the situation of youth employment in Uganda and the efforts that have been undertaken by government to promote youth employment outcomes, the implementation modalities of the policies and programmes and gaps therein. Some of the major reasons behind the high youth unemployment rate are attributed to the fact that many youth lack employable skills, access to resources like land and capital. Additionally, the overall existing policies also continue focusing on creating job seekers and not job creators.

160. The government of Uganda recognizes employment as a central tenet to the national socio-economic development process. It is at the core of the transformation of Uganda from a poor agrarian economy to a modern, prosperous and skilled society. The main asset that the poor have is their labour and if appropriately harnessed it can be transformed into sustainable and productive employment and better quality of life. Sustainable employment is the main source of livelihoods and self-fulfillment for most women and men. To address the needs of the large unemployed and underemployed youth population, the Government of Uganda has initiated a number of policies and programs that are explained below.

161. **The National Development Plan:** The NDP provides a policy framework for promoting youth employment through creating an enabling

environment for increasing high quality employment by implementing the existing policies, regulations, laws and guidelines. The government pledges to implement the national youth employment policy and plan and implement other laws and guidelines on labour productivity and employment. Deliberate effort has been made to ensure affirmative action to target the employment of persons with disability and women in line with the disability Act and policy, the gender policy and national action plan on women and UN conventions on the rights of persons with disability and women. In addition, government plans to strengthen the Labour Market Information System (LMIS) through increased funding so as to effectively guide both employers and job seekers as well as establish a minimum wage for decent income. The NDP further indicates that government will develop and implement a National non-formal skills development programme with a major focus on developing the lower and middle cadre skills in the country targeting especially youth and women, promote institutionalized entrepreneurship development training, and promote Start-ups and youth entrepreneurship products to include graduate empowerment.

162. The National Employment Policy (2011): The National Employment Policy aims at ensuring productive and decent employment for all women and men in conditions of freedom, equity, security and human dignity. The National Employment proposes eight policy priority areas including promoting youth employment. In particular, Government plans to develop and implement the National Action Plan for Youth Employment including:

- Providing support to young people, particularly women to make transition from informal to formal employment through improved access to training, business development services, and access to low interest microfinance.
- Strengthening the capacity of career guidance to youth in order for them to study practical technical courses.
- Providing young entrepreneurs support through tax rebates at least for the first five years of establishing business.
- Integrating of youth in sectoral plans and programmes including National Agricultural Advisory Services (NAADS), Northern Uganda Social Action Fund (NUSAF), and any other programmes.
- Promoting job-placement, volunteer schemes and or internship to enable young acquire the requisite job training and hands on experience.
- Encouraging the youth to form associations and cooperatives for the purpose of developing entrepreneurship and creating employment.
- Establishing of one stop centre to offer technical advisory services including information on existing investment opportunities to youth entrepreneurs.
- Strengthening existing regional youth skills centres through retooling, staffing and capitalization.

163. Since employment is a crosscutting issue, the policy promotes a multi-sectoral approach and integration of employment issues at all levels of government and private sector programmes. The financing of the policy is therefore spread over the line Ministries, departments and agencies as well as local governments, social partners and Civil Society Organizations. Each sector ministry shall identify employment concerns, budget and fund them within their Medium Term Expenditure Framework (MTEF) ceilings.

164. The policy highlights the need to ensure that appropriate structures are put in place at the national and district level, and within the social partners' organizations; strengthen appropriate infrastructure for the implementation of the policy; ensure active participation of relevant stakeholders who include employers, workers, government departments, and local governments; and respect for international labour standards, recruitment and retooling relevant staff in order to ensure effective implementation of the policy. Moreover, the implementation of the proposed strategies for the implementation of the employment policy needs adequate resources and requires priority budgetary allocation both at the national and local government levels.

165. However, lack of a final and approved National Action Plan for Youth Employment, limited government commitment of funding to youth employment activities are key barriers to realizing the goal of youth employment in Uganda. The draft National Action Plan for youth employment should be revised and adopted in order to guide planning and resource mobilization for youth employment programmes. Lack of a minimum wage further exacerbates to unemployment and exploitation of youth.

166. **The National Youth Policy (NYP):** According to the National Youth Policy the youth are those persons aged between 12 and 30 years⁷⁸. This policy provides a framework for enabling youth to develop social economic, cultural and political skills so as to enhance their participation in the overall development process and improve their quality of life⁷⁹. Youth aged 15-19 years constitute 29% of the 21.6 million estimated population of Uganda⁸⁰. They thus constitute a big proportion of Uganda's children. The Policy is therefore another opportunity to absorb children from WFCL.

167. **The draft National Action Plan for Youth Employment (2008/09-2012/13):** The draft National Action Plan for Youth Employment (2008/09-2012/13) highlights the situation of youth in Uganda and the challenges that underpin youth unemployment. The NAP proposes specific strategies for promoting youth employment in Uganda. These include: (i) investing in and strengthening human capital development through the provision of quality, relevant and practical education and skills; (ii) providing a set of policy recommendations that can contribute to the creation of quality jobs, thereby reducing unemployment, underemployment and the numbers of young people living and working in poverty; (iii) preventing the spread and mitigating the impact of HIV/AIDS on the youth in the world of work; (iv) strengthening relevant institutions to support youth employment; (v) promoting equal opportunities for youth employment; (vi) ensuring an enabling policy and regulatory framework for youth employment (MGLSD 2007).

168. The lead Ministry for the implementation of the NAP is Ministry of Gender, Labour and Social Development (MGLSD) with its subsequent offices at district level. The NAP will be coordinated by the Directorate of Labour and the Department of Children and Youth within MGLSD. The MGLSD will be responsible for providing overall direction and guidance to the

⁷⁸ NYP: 12

⁷⁹ Ibid: 20

⁸⁰ Ibid :5

implementation of the National Action Plan for youth employment in Uganda. However, the draft NAP has not been finalized and launched by the Ministry thus hindering effective planning, implementation and coordination of youth employment initiatives.

169. Uganda Decent Work Country Programme (2013-2016): The Uganda Decent Work Country Programme (DWCP) places youth employment at the centre of its future development strategies. Thus, youth employment has been also integrated as a priority area in the current draft Core programme priority area two of the DWCP aims at: (i) promoting youth employment by finalizing the National Action Plan for Youth Employment by setting guidelines for mainstreaming youth employment into sectoral strategies; and (ii) increasing youth employability through training youth in vocational and business skills and developing a Labour Information and Analysis systems.

170. The externalization of Labour Programme: Government acknowledges that labour markets abroad provide employment opportunities for Ugandans in the short run as the country develops its capacity to generate sufficient jobs for its labour force. Despite the country benefiting from other labour markets, it has also faced an influx of migrant workers and it is likely to increase with the free movement of labour within the East African Community. Government plans to promote the externalization of labour in Uganda include: strengthening the Ministry responsible for labour to source for opportunities and ensure that the rights of Ugandans working abroad are protected; establishing bilateral agreements with Governments of receiving countries; strengthening the department responsible for employment services to regulate, guide, monitor and coordinate activities of various stakeholders involved in employment of Ugandans abroad; establishing a revolving fund to facilitate Ugandans seeking employment abroad; and developing guidelines for the private agencies licenced to facilitate employment for Ugandans abroad. The externalization of labour programme mainly targets youth. The number of external employment opportunities have been steadily growing since 2006. The table below shows the number of employment opportunities under the externalization of labour programmes since 2006.

Table 22. Number of employment opportunities under the externalization of labour programmes

Year	2008	2009	2010	2011	2012
Number of Ugandans employed	7,035	6,594	8,368	6,079	5,677

171. The externalization of labour programme is implemented by the Ministry of Gender, Labour and Social Development. One of the key challenges affecting the externalization of the labour programme is lack of a comprehensive labour market information system to enable job seekers access adequate information about the availability of job opportunities abroad. Currently, the MGLSD operates a manual LMIS that is not easily accessible by many job seekers. Inadequate regulation of the programme has resulted in violation of rights of workers abroad including forced labour, abuse and deportation. The programme has a great potential for creating more jobs for youth if well regulated and streamlined.

5.8 Skills development .

172. Business, Technical, Vocational Education and Training Strategic Plan (2011-2020): The government of Uganda developed the BTVET plan in order

to ensure skills acquisition and increase productivity of Ugandans and enterprises. The Plan has five objectives and these include (i) making BTJET relevant to productivity development and economic growth, (ii) increasing the quality of skills provision, (iii) increasing equitable access to skills development, (iv) improving the effectiveness in BTJET management and organization, and (v) increasing efficiency and resources available to BTJET. The BTJET Strategic Plan is aimed at developing an appropriately skilled workforce that Uganda needs to increase incomes and employment, and to compete in the East African and international markets. Less than 40% of large and medium firms regard courses offered by BTJET institutions as relevant. Too little influence and engagement of employers in the BTJET system, a rigid supply structure in the formal BTJET provider system and the lack of a systematic labour market information system are among the major challenges to increasing the demand-responsiveness of the BTJET system (MoES 2011). The BTJET strategic plan has prioritized improving youth employment and employability by increasing the quality of skills provisions through strengthening institutional capacities for BTJET provision, deployment of instructors/tutors and managers by reforming qualifications and recruitment practices, introduce better quality assurance systems for public and private BTJET providers. The plan further plans to increase equitable access to skills development by ensuring access to formal and non-formal BTJET, expanding private training provision, and enhancing access of disadvantaged target groups particularly females and persons with disabilities to skills development through bursaries.

173. BTJET is under the purview of the Ministry of Education and Sports (MoES). The MoES has the main responsibility for the implementation and monitoring of the Strategic Plan within its current procedures for planning, budgeting and annual reviews. Other ministries and stakeholder are involved and assume responsibility for selected strategies, notably the Ministry of Agriculture, Animal Industries and Fisheries (MAAIF). Plan. To reflect the new enlarged vision of the BTJET system from the onset, a BTJET Reform Task Force will be formed to oversee the implementation of the Strategic Plan until the new body and its governing structure is established. The Office of the President/Office of the Prime Minister will appoint to the Task Force eminent personalities and experts in the fields of skills development, education, economic and business sector development and social equity. The Task Force will comprise members from the private and public sector, with at least 50% of its members representing the private sector. Overall public resource requirements to implement the BTJET Strategic Plan over the nine fiscal years 2011/12 to 2019/20 are estimated at 2,001 billion UGX, or 870 million USD. Over the plan period, recurrent cost account to 55%, and development cost to 45%. The estimates represent full sub-sector cost to government. 433 billion UGX, or 39%, of the entire recurrent budget are earmarked for capitation grants/bursaries to support school leavers attending formal BTJET programmes. The projections envisage a moderate increase in enrolment in formal BTJET from 42,000 to 103,000 in 2019/20 representing an annual enrolment growth rate of 10%, and a gradually increasing per capita funding to ensure that training is provided at good standards. About 40% of the entire formal BTJET student population will be provided with a public scholarship. The Strategic Plan assumes further that non-formal BTJET will be permanently integrated into the public BTJET portfolio. The cost estimates in the plan foresee a total allocation of 160 billion for non-formal BTJET, which represents an increase of publicly sponsored non-formal training enrolment

to 40,000 annually in 2015 and 60,000 by 2016, compared to 20,000 in 2010/11.

174. One of the key achievements of previous BTVET strategic plan is its contribution to high enrolment of primary school leavers in vocational training. However, there is still significant unmet demand due to cost issues. Female BTVET enrollment has increased, reaching 40 percent of total enrollment. Several recent evaluations suggest that BTVET programs have had positive economic and social impacts on youth. A randomized evaluation of the Northern Uganda Social Action Fund (NUSAF) project showed that participants who received vocational training and enterprise development support experienced positive economic and social impacts, as indicated by improvements in earnings, profits, savings, and living standards and reduction in aggression among young men.

175. However, Uganda's BTVET system is hampered by a lack of coordination with the private sector and inadequate resources to provide effectively the training most in demand by the labor market. Training consequently often focuses on low-cost skills training mismatched to current and emerging labor market needs (IYF 2011). Other challenges facing BTVET sector include insufficient BTVET programmes for agri-business development and informal sector employment in terms of both enrolment and appropriateness of contents and training methodologies. Yet, agriculture and the informal sector are the most important sub-sectors of the Ugandan labour market and remain so for the foreseeable future. Under-funding is one of the most striking characteristics of the present BTVET system, contributing significantly to the quality and relevance challenges. The new strategic plan is therefore envisaged to address these gaps and enhance increased access of children and youth to BTVET services.

176. To further strengthen the BTVET sector, the World Bank and Ministry of Education and Sports are currently designing a program to support Skills Development in the Albertine region, which will be a part of the extensive "Albertine region development project" in three districts of Buliisa, Hoima and Masindi. About USD 10 million, will be allocated to Skills Development. Irish Aid had planned to support existing BTVET institutions in the Albertine region but delayed its support due to corruption allegations in the Office of the Prime Minister. Belgium is currently developing a new BTVET project (8 million USD) in Uganda (EDP 2013⁸¹) Minutes of Education Development Partners 10th May 2013).

177. **The Northern Uganda Social Action Fund Project:** The Northern Uganda Social Action Fund Project aims to empower communities in Northern Uganda by enhancing their capacity to systematically identify, prioritize, and plan for their needs and implement sustainable development initiatives that improve socio-economic services and opportunities. NUSAF was funded by the World Bank with \$100 million. NUSAF had four original components: (1) Community Development Initiatives, which provide health, education, transport and water/sanitation infrastructure to communities; (2) Community Reconciliation and Conflict Management, including training and activities to support peacebuilding, traditional systems, and psychosocial

⁸¹ EDP (2013). Minutes of the Education Development Partners in Uganda. BTVET Working Group. The EDP comprises of major donors of education programmes in Uganda including the ILO, UNICEF, World Bank, Belgium Embassy, Irish Embassy, Netherlands Embassy, Ministry of Education and Sports. The EDP is currently chaired by the Belgium Embassy.

programs; and (3) Vulnerable Groups Support (VGS), which provides a variety of group-based interventions designed to reduce the vulnerability of especially poor and marginalized groups. VGS interventions include income generating activities, vocational training, life-skills training, cash support to families, and food security, among other activities (Blattman, Fiala and Martinez, 2005)⁸². A fourth component, the Youth Opportunities Programme (YOP), was added to NUSAF in 2005 with \$6 million.

178. YOP begun as a \$1.6 million Northern Uganda Youth Rehabilitation Fund (NUYRF) with grant funding from the Japanese Social Development Fund. Its purpose was to pilot vocational training interventions. The project selected vocational training institutions to train unemployed youth in trade skills (accompanied by tool kits for the trade) in order to improve their chances for employment. In some cases this training also provided life skills and psychosocial counseling to the beneficiaries.

179. YOP, the principal youth-focused program within NUSAF, had three main objectives: to provide youth with specific vocational skills and tool kits to enable them earn incomes and improve their livelihood; to contribute towards community reconciliation and conflict management; and to build capacity of NGOs, CBOs, and Vocational Training Institutes (VTIs) to respond to the needs of youth. Youth Opportunities Program which offered cash transfers to groups of youth to increase employment and reduce conflict. The average grant was \$7,497 per group, or about \$382 for each group member (in 2008 dollars), with the money deposited in a joint bank account (World Bank 2013)⁸³. On a per-person basis, grants generally ranged from \$200 to \$600, or about one year's income for a young adult. Four years later, most grant recipients were practicing skilled trades and earning more money than the control group. Young adults who had received the grants were earning 41 percent more than peers who didn't receive the grants. Follow-up surveys two and four years later found a shift from agricultural work towards skilled trades and strong increases in income. Women in particular benefited from the cash transfers, with incomes of those in the program 84% higher than women who were not (ibid, Blattman, C, Fiala N, and Martinez S, 2013⁸⁴). However, there is limited information on the exact number of beneficiaries of YOP.

5.9 Promoting youth entrepreneurship and self employment

180. **The Youth Venture Capital Fund:** Government of Uganda in made available a venture capital fund of Uganda Shillings 25 Billion to support growth of viable and sustainable Small and Medium Enterprises by the youth in the private sector. The objective of the fund is to provide venture capital debt finance to viable projects proposed by the young entrepreneurs as well as enable the youth benefit from associated mentoring services from the participating bank. The Fund is used to support the business ventures owned by young entrepreneurs in manufacturing, agro-processing, primary

⁸² Blattman, C, Fiala N, and Martinez S, (2005). Impact Evaluation of the Northern Uganda Social Action Fund Youth Opportunities Project in Uganda

⁸³ World Bank (2013). If you Give the Poor Cash, does it Help? From Evidence to Policy, Learning What Works. Human Development Network. The World Bank. Washington.

⁸⁴ Blattman, C, Fiala N, and Martinez S (2013) Credit constraints, occupational choice, and the process of development: long run evidence from cash transfers in Uganda

agriculture, fisheries, livestock, health, transport, education, ICT, tourism, construction, printing and service contractors among others. The eligible youth entrepreneurs should be aged between 18 and 35 years. The fund provides loans between Uganda Shillings 100,000 to a maximum of 5,000,000 for only business growth or expansion. A fixed interest rate of 15% per annum is charged on all loans.

181. The fund is implemented in a Public-Private Partnership arrangement between government ministries, the local government and commercial banks including DFCU Bank, Stanbic Bank and Centenary Bank. The Ministry of Finance, Planning and Economic Development is responsible for disbursing funds to commercial banks, the Ministry of Gender, Labour and Social Development is responsible for coordinating the training of selected youth in entrepreneurship skills development, technical support supervision and quality control at local government (district) level. The local governments are responsible for selecting eligible youth using the YVCF guidelines the management and disbursement of funds. The Ministry of Gender, Labour and Social Development handles the training of eligible youth in entrepreneurship development. A total of 50 youth have been targeted in each district reaching 5,750 youth in 115 districts in the country.

182. The YVCF has not yet registered any discernible achievement. However, there are teething challenges relating to disbursement of loans by banks since some districts, particularly in Northeastern Uganda do not have access to banks. Moreover, limited awareness about the procedures for accessing the funds among youth has created suspicions about the eligibility criteria for accessing the funds.

183. The Youth Entrepreneurship Facility: The International Labour Organization in Uganda is currently implementing a 3 year Youth Entrepreneurship Facility (YEF) to enable youth to turn their energy and ideas into business opportunities to increase their income and create decent work for themselves and others. It is an initiative by the Africa Commission, implemented by the Youth Employment Network (YEN), and the International Labour Organization (ILO). The YEF is to offers local youth-led organizations an opportunity to actively participate in the development of youth entrepreneurship in their communities. It supports small-scale youth entrepreneurship development projects implemented by youth-led organizations.

184. The Youth-to-Youth Fund was created as a mechanism to identify, test and promote innovative entrepreneurship solutions to youth employment challenges. The YEF provides a competitive grant scheme for youth-led organizations to propose innovative project ideas on how to create entrepreneurship and business opportunities for their peers. The organizations with the most innovative project ideas receive a grant and complementary capacity building to help them implement their projects and test the viability of their ideas. The scheme is implemented simultaneously in Kenya, Tanzania and Uganda (ILO 2013⁸⁵). Through the YEN/ILO Youth Entrepreneurship Facility (YEF), the Youth-to-Youth (Y2Y) Fund has launched a Replication Fund Scheme in order to replicate the most successful of the formerly implemented Y2Y Fund projects. The Replication Fund is part of the YEF's effort to promote the proven entrepreneurship

⁸⁵ ILO (2013). The Youth Entrepreneurship Facility. International Labour Organization.

development projects identified and tested through the original Y2Y Fund to enable as many youth as possible to benefit from the successful models to creating self-employment.

185. The UN Joint Population Programme for the Youth: To address the youth unemployment challenge in Uganda, the ILO is implementing a Joint Population Programme for youth in order to create employment opportunities for the large number of young people entering the employable age group. This Programme is a partnership involving Government of Uganda, 10 UN agencies, civil society and development partners. The programme is implemented in 15 districts including: Abim, Nakapiripirit, Amudat, Bundibugyo, Arua, Kitgum, Gulu, Yumbe, Oyam, Kanungu, Mubende, Kaabong, Kotido, Moroto and Katakwi.

5.10 Efforts of social partners in addressing child labour

186. A range of development partners including international development agencies, international NGOs and civil society are at the forefront of implementing and testing a range of interventions and approaches for addressing child labour. Below some of the good practice models implemented by different agencies that provide valuable lessons for scaling up interventions for preventing child labour are illustrated.

187. EduTrac: Mobile technology for quality education outcomes in Uganda. EduTrac is an innovative mobile phone-based data collection system being piloted by UNICEF Uganda in partnership with the Ministry of Education and Sports, (MoES), since May 2011 to complement and collect data more frequently at primary school level than currently done with the paper based annual school census. The MoES is using EduTrac to monitor priority indicators that need to be collected on a more frequent basis than the annual school census allows. The data collected through EduTrac includes pupil attendance for primary 3 and primary 6 classes, violence cases recorded in schools, opinions on whether children are having regular meals at school, teacher and head teacher attendance, SMC meetings held, progress of literacy curriculum, availability of water and soap for hand washing and receipt of UPE (Universal Primary Education) grants amongst other quality-related factors. It is run on the open source Rapid SMS platform. EduTrac engages the relevant educationalists, practitioners, policy and change makers at all levels from sector level, to district level, through the community level and to individual schools. At the district level, the District Education Officer (DEO) is accountable for EduTrac. The DEOs manage and orient schools to use the system, make follow ups with schools and take action on the reports submitted by schools in their district. Stakeholders currently participating in the system comprise: 6137 reporters from 1861 primary schools, 1,751 head teachers, 3,113 teachers, 1,198 School Management Committee Members, and 50 Girls Education Movement Members⁸⁶. Head teachers, primary 3 literacy teachers, primary 6 English teachers, SMC and GEM members send in reports via SMS. A reply is sent back to the system and this report is visible to district and national level officers through a web based reporting dashboard. SMS messages are sent free of charge from any mobile network in the country to a short code 6200. The system is currently implemented in 21 districts of Kaabong,

⁸⁶ One member of the Girls' Education Movement covers various schools at sub county level.

Kotido, Moroto, Napak and Nakapiripirit in Karamoja region. Kasese, Kyegegwa, Buliisa, Bundibugyo, Ntoroko and Kabarole in the Western region. Lyantonde in the Central region; Arua, Nebbi and Zombo in West Nile; Amuru, Lamwo, Pader, Agago, Oyam and Nwoya in Northern Uganda. EduTrac covers all primary schools in a district (UNICEF n.d⁸⁷). EduTrack is critical for monitoring access, and quality of education that are key in retaining children in school and preventing child labour.

188. International Stop Child Labour Campaign: Stop Child Labour Campaign (SCL) of Hivos, Netherlands is supporting three NGOs - African Network for Prevention and Protection against Child Abuse and Neglect (ANPPCAN, Rakai), Kids in Need (KIN) in Entebbe Municipality, and Uganda Teachers' Union (UNATU), Kampala. in Uganda to implement project titled: The Omar's Dream: The beginning of the end of child labour. The total funding for the Omar's Dream is Euros 388,735 an 18 months. 'Stop Child Labour – School is the best place to work' (Stop Child Labour) is an international campaign with partners in Africa, Asia, Latin America and Europe. The campaign is coordinated by Hivos (Netherlands). Stop Child Labour aims to eliminate all forms of child labour and to ensure formal full-time and quality education for all children, at least until the age of 15. The campaign calls for the creation of CLFZs which are "Geographical areas where all children are systematically withdrawn from work and (re)integrated into formal, full-time schools" No distinction is made between different forms of child labour because every child has the right to education. The process of creating CLFZs involves all stakeholders like teachers, parents, children, unions, community groups, local authorities and employers. In the end all stakeholders are convinced that child labour is unacceptable and work together to ensure that all children go to school. The campaign supports three organisations in Uganda including ANPPCAN, KIN, and UNATU, Kampala to work on the principle that 'no child should work; every child must be in school'. In doing so, the campaign works towards increasing and strengthening 'CLFZs'. The key project strategies used by ANPPCAN and KIN involve creation of CLFZs by working with CLFZ committees and youth volunteers, raising awareness about child labour and the value of education by promoting the norm that all children must be in full time formal schools, and lobbying the Ministry of Education and Sports to strengthen the education systems to ensure that all children are in school. The partners support children withdrawn from, or at risk of child labour to attend primary education and vocational skills training. To enhance access to education, KIN and ANPPCAN supports the non-formal education by establishing bridge course camps to act as transitory avenues of children withdrawn from child labour into formal schools. Partners work closely with community members, community leaders, youth activists, head teachers and teachers, employers and local government officials to ensure that all children are prevented from all forms of child labour and attend full time formal schooling. SCL campaign recognises that focus on the worst forms of child labour may 'lead to a two tier society in which children carrying out the worst forms of child labour are put into regular fulltime education while children who continue to work in other 'less harmful' forms of labour are offered part-time (evening) education so that they can combine work with

⁸⁷ UNICEF (n.d). EduTrac: Mobile technology informing planning for quality educational outcomes in Uganda. UNICEF. Kampala

school. The campaign advocates for the establishment of a social norm that child labour is unacceptable and all forms of child labour that prevent children from going to school must be tackled at the community level and – together with government and all relevant stakeholders – to ensure that all children can follow regular daytime classes’.

189. Stopping Child Labour through Education: The International Labour Organization, International Programme for Elimination of Child Labour - (ILO-IPEC) is implementing a project titled “Stopping Child Labour through Education” in collaboration with Ministry of Education and Sports, Orphans Community Based Organization, Uganda Women Concern Ministry and Huys-Link Community Initiative. The three-year project commenced in September 2010 and will end in August 2013. The project is funded by ILO-IPEC Geneva with a grant of USD 633,000. The project aims at ensuring that attention to child labour is better reflected in national education sector plans and programmes, strengthening skills training programmes for vulnerable youth and supporting measures to implement key actions called for in the 2010 Roadmap on the elimination of the worst forms of child labour from the Global Conference on Child Labour which took place in the Hague in May 2010. Programmes focus on reducing and preventing child labour, and integrating the knowledge generated by these interventions in education sector planning discussions. The project strengthens the capacity of partners to implement direct actions that assist children, undertake research and knowledge generation, and advocacy for influencing policies that support the elimination of child labour and promote access of children to school. This is pursued primarily through intensified efforts to integrate attention to child labour in education sector planning processes. At the same time, the project supports other strategic initiatives to advance efforts to tackle child labour through education. The project is intended to help provide a more effective and integrated approach to policies and programmes concerning child labour and education. The project is implemented by the International Programme on the Elimination of Child Labour (IPEC) in close collaboration with the Ministry of Education and Sports and three NGOs namely Uganda Women’s Concern Ministry in Mbale, Orphans Community Based Organization in Rakai district, Federation of Education NGOs in Uganda (FENU), and Uganda National NGO Board.

190. Realizing Livelihood Improvements through Savings and Education: Eliminating Child Labour in Tobacco Growing (ECLT) Foundation is supporting Uganda Women Efforts to Save Orphans (UWESO) with a grant of US\$1,104,000 to implement a four-year Realizing Livelihood Improvements through Savings and Education (REALISE) project aimed at eliminating child labour in two tobacco growing sub counties in Hoima district for four years (2013-2016). The project aims at making significant contribution toward eliminating and preventing the worst forms of child labour, increasing options for vulnerable families to strengthen their livelihoods, improving access to quality education, and raising awareness about the problems associated with child labour in tobacco growing. REALISE is developing sustainable community-based initiatives to identify and empower children in child labour and their families and other vulnerable children and households in two tobacco growing sub counties in Hoima district. Although it is too early to assess the achievements of the REALISE project, past projects supported by ECLT Foundation show that more and more communities are committed to working collaboratively to keep children away from labour and help them succeed in school and in life.

ECLT supported three projects in Uganda from 2004 to 2009. The first, the Elimination of Child Labour in Tobacco Growing in Uganda (ECLATU) ran for three years from the beginning of 2004 until the end of 2006, 2,091 children of school-going age had been identified for withdrawal and been placed in schools, constructed Kyema Vocational Training Institute. Six months before the end of this first project, a second project began in July 2006. This extension phase ran until the middle of 2008, and was immediately succeeded by one-year transition phase, which ended in the middle of 2009. ECLATU 2 contributed to improvement in school attendance from 102,916 to 111,046, a difference of 8,130, in the 12 sub-counties of the project area. Additionally, 3,780 children (2,058 boys and 1,722 girls) were withdrawn from child labour between 2004 and 2009. The Community Empowerment for Elimination of Child Labour in Tobacco (COMECCA) project was a follow-up to the Elimination of Child Labour in Tobacco Growing in Uganda (ECLATU) project. COMEECA was initially conceived as a four-year project (January 2010-June 2012). During the project, 2,063 children were withdrawn and 2,835 children prevented from child labour through direct and indirect interventions, and 120 scholarships awarded for former child labourers to attend vocational training at Kyema College. The projects were community driven and addressed child labour directly at the roots by identifying affected children and offering them solid, long-term alternatives. The project successfully established and strengthened Village Child Labour Committees (VCLCs) to identify and withdraw children and place them in primary education or in vocational training. ECLATU 1 project successfully constructed the institute to provide vocational skills to children withdrawn from child labour in tobacco growing who were too old to return to primary education.

5.11 Efforts of social partners supporting youth employment

191. Several development partners including international development agencies, international NGOs and civil society are implementing and testing a range of interventions and approaches for improving youth employment outcomes in Uganda. Below are illustrated some of the good practice models addressing youth unemployment implemented by different agencies.

192. **Swisscontact Uganda:** Swisscontact is A Swiss foundation for Technical Cooperation operating in Uganda for the last 15 years. Swisscontact programmes focus on 4 core competence areas of skills development, access to financial services, enterprise development and Agricultural value chain as building blocks to reducing rural poverty among the youth through self and wage employment. Programs target youth out of school and living in disadvantaged settings. Swisscontact supports skills training for youth using non-formal training and the Learning Group model⁸⁸. Beneficiaries of the trainings are out of school and vulnerable boys and girls aged 16 to 25 years. These beneficiaries are picked from disadvantaged communities that are impoverished by the social economic conditions in which they live. Swisscontact also provides agricultural value chain support and development particularly processing in the pineapple, honey, coffee and

⁸⁸ A Learning Group is a homogenous group of 8 to 15 youth that are taken through an 8 month cycle of training through different components such as vocational skills, life skills, entrepreneurship skills and financial literacy skills.

cocoa value chains. Farmers are targeted for support and work through farmer groups within their communities to strengthen price negotiations and market exploitation avenues. Swisscontact supports the establishment of village savings and lending associations known as 'MAVUNO' where youth pool savings and borrow loans for investing in micro enterprises for self-employment. In addition, Swisscontact supported the establishment of the national certification system for non-formal skills training 'Workers PAS' and strengthens the capacities of district local governments, local artisans and other stakeholders in supporting local skills development. In addition, Swisscontact has lobbied government to establish policies for promoting non formal skills training within the communities, supports universal access to skills development and improvement of standards through a national certification using the 'Workers PAS', promotion of group based enterprise development for self employment, agricultural modernization and value addition for improved incomes. Swisscontact supports the Directorate of Industrial Training (DIT) to develop and adapt occupational profiles and Assessment and Training Packages (ATPs) for skills trainings. Swisscontact programmes have had a great impact on youth employment. Although there is no data on the number of youth that have benefited from the programmes, most youth have vocational and skills training for wage or self employment, youth have been organized in Learning Groups and eventually graduated into Business Groups, youth receive market information to scan existing and potential opportunities for employment. In addition, youth have been organized into Village Savings and Lending Associations (MAVUNO) to raise capital for investment and develop a saving culture, community capacities are enhanced through the department of community services and local artisans to provide support to the youth, and established linkages between the district and financial institutions to enable youth access vital financial literacy and support services. Swisscontact receives funding from 4 development partners covering the different program areas of skills development, access to finance, and agricultural value chain and business development to a tune of \$1M per annum. The skills development and livelihood project implemented in the Busoga, Teso and lake Victoria basin areas up to 2016, the access to financial services programme is implemented in the Acholi, Lango and West Nile regions up to 2015, while business development programs are implemented in Luwero, Nakasongola and Bundibugyo areas up to 2014. However, there are some challenges that may hinder the sustainability of programmes. For instance, most programmes are implemented on a project basis for 3-5 years with no clear replication and expansion plans, programmes cover number of youth to create a significant impact the large number of unemployed youth, and there is lack of government commitment to support non-formal skills training since more emphasis is placed on the formal skills training.

193. Private Sector Foundation Uganda (PSFU): PSFU is Uganda's apex body for the private sector. It is made up of 175 business associations, corporate bodies and the major public sector agencies that support private sector growth. Since its founding in 1995, PSFU has served as a focal point for private sector advocacy as well as capacity building and continues to sustain a positive dialogue with Government on behalf of the private sector. Right from its inception, PSFU has been Government's implementation partner for several projects and programmes aimed at strengthening the private sector as an engine of economic growth. Such programmes include; the implementation of the Business Uganda Development Scheme (BUDS), the BUDS-Energy for Rural Transformation (ERT), Private Sector

Competitiveness Projects, Business Uganda Development Scheme (BUDS-DFID) supported by UKAID through the Department for International Development (DFID) and the Business Uganda Development Scheme-Northern Uganda Agriculture Livelihoods Recovery Programme (BUDS-ALREP) supported by European Union. PSFU carries out policy research and advocacy on behalf of the Private Sector, provides a forum for the discussion of policy issues, and the impact of those policies on the Private sector in Uganda, maintains dialogue with Government on behalf of the Private Sector actors and players, and undertake capacity building for the private sector through training and the provision of business development services. In addition, PSFU supports policy direction to create conducive business employment for the private sector as a basis for promoting self-employment and also provides avenues for providing feedback to government and other development partners on key challenges facing small and medium enterprises and business survival. PSFU programmes are spread out in different parts of the Uganda covering central, Northern, Eastern and Western regions. PSFU programmes contribute to youth employment by providing advisory services for youth employment and opportunities, supporting business initiatives and initial capital investments for business development, providing market information and technical support and lobbying government to ensure a conducive business environment. However, there is limited information on the amount of funding from the government. A number of development partners provide financial support PSFU to create a conducive environment for private sector development. These include DFID/UK AID estimated at BP 40M for a period of 10 years and EU estimated at EUR 20M for a period of 5 years. Moreover, most of the programmes entirely dependent on donor financing with no clear national strategy to supplement funding for business development, there is high focus on capitalization and less focus given to strengthening the capacity to run the enterprises. In addition, innovations are not based on workable models and therefore not adopted by most members and a slow pace of adaptation of policies thus stifling early efforts to support the sector.

194. Uganda Small Scale Industries Association (USSIA): Uganda Small Scale Industries Association (USSIA) is an apex body aimed at supporting and enhancing growth and competitiveness of Micro and Small Scale Industries/Enterprises in Uganda right from the grass root level. Geographically, USSIA has functioning Offices in 27 Zones that are located in 25 Political Districts. These are located in the following Towns: Luweero, Masaka, Mukono, Kaliro, Kamuli, Busia, Bugiri, Iganga, Jinja, Kasese, Kabale, Kayunga, Rakai, Masindi, Mbale, Mbarara, Mityana, Lugazi, Ntungamo, Mpigi, Kasangati, Kalangala, Mubende, Rukungiri, Kabalore, Kajjansi and Kampala West. In the past USSIA used to cover the Northern region, but of now, a sister organization Northern Uganda Manufacturers Association (NUMA) currently covers the former USSIA Zones of the North, Northeastern, Northwest and West Nile in the districts of Soroti, Gulu, Lira, Nebbi, Arua and Moyo. NUMA works closely with USSIA as partner in a number of Projects that have proved successful and promoting the performance of the industrialists at the grass root level. The key activities include technical skills upgrade for members and non-members, business management and development for members and member associations, building market linkages and exposures for youth, business information sharing and dissemination, and business advisory and consultancy services. USSIA works with government to promote small scale and cottage industries

as alternative employment creation vehicles. USSIA contributes to youth employment by providing business training and support for small scale industries, supporting industrial growth and development from existing capacities, structures and resources, and creating opportunities for development of local artisans, apprenticeship and development of skills and expertise in different cottage industries. USSIA programmes are mainly funded from annual membership contributions and unspecified supplementary support through Handwerkshamw Cologne (HWK), Private Sector Foundation of Uganda and Uganda Investment Authority. However, USSIA activities are undermined by limited capacity to scale up and support further development of small scale industries, focusing on the informal and non formal skills within the sector, with little or no linkages with the formal skills training, lack of policy guidelines and support on small scale and cottage industries in Uganda since it has no direct relationship with Ministry of Trade and Industry. In addition, inadequate quality assurance and standardization of processes and products and competition from more standardized products and services stifle growth of the sector.

195. Africa Institute of Strategic Animal Resource Service and Development

(AFRISA): AFRISA is a collaboration programme between Makerere University in College of Veterinary and Animal Medicine (COVAB) and Government of Uganda to promote an integrated Academic, Community – Private – Public Partnership to promote wealth creation using animal resources. AFRISA provides skills training in basic certificate, professional certificate, skills diploma, bachelor and post graduate certificates and diplomas; supports follow up and incubation of the trainees in skill areas; and links trainees to financial institutions and carrying out research in skills areas. All training is centralized on AFRISA farms only. AFRISA works with government to influence policy on promoting formal skills training for employment, modernization of agriculture for better productivity, promoting research and development agro processing and value addition and developing human resource capacity for industrialization. The skills provided by AFRISA are relevant to existing market demands, and the programme structure allows for continuous learning and skills upgrading along a particular value chain. AFRISA is a key gateway for youth employment since young people receive professional skills training and certification that enables them seek wage or self-employment. In addition, young people who receive training are easily supported by financial institutions to start their own enterprises and businesses. However, the program is structured within the framework of formal university training making it expensive for vast majority of youth who are poor and have no access to land, skills training is limited to the agricultural value chains and yet there is a low reception among youth who still regard agriculture as an ‘old man’s trade’. Moreover, the training covers a small geographical area due to limitations of technical resource persons. AFRISA programmes are funded from students’ tuition with unspecified supplementary funding from Government of Uganda, USAID, SIDA, JICA, NORAD, IK Investment partners, the Carnegie Cooperation of New York among others.

196. Uganda Industrial Research Institute (UIRI): Uganda Industrial Research Institute is Uganda Government's lead agency for industrialization, established by an Act of Parliament of Uganda under the auspices of the Ministry of Trade Industry and Cooperatives (MTIC). It is the country's main vehicle for implementing strategies and measures aimed at transforming industry in Uganda including identification of resources for value addition;

technology assessment and sourcing; training for skills capacity development; machinery and equipment acquisition; trial production, adaptation and replication; and public dissemination for commercial application. UIRI scales up product development, monitors the successful operation of pilot plants to ensure commercial viability of their production process; creates functional models as a basis for setting up real industries; establishes and manages modern packaging systems and runs business incubation programs; and offers training, internship, and incubation services to students, researchers, and small and medium enterprises. The institute is setting up regional centres in Arua, Lira, Kabale and Hoima, although not fully operations. A lot of the programs are run within Kampala. UIRI engages government to promote skills training (formal and informal) for employment, promote research and development in industrialization, develop appropriate technology to tap local resources for development, promote marketable business models and strategies among the business communities; and develop human resource capacity for industrialization. The institute receives Uganda Shillings 2.4bn for both re-current and capital expenditure annually. UIRI promotes youth employment by training youth business skills and supporting them to set up enterprises to commercial scales, and creating linkages to financial institutions that support the enterprises to maturity. Some of the key challenges the institute faces include highly capital-intensive models and processes that most youth cannot afford, replicate and maintain over a period of time. In addition, some of the models demand sophisticated laboratory testing facilities that are only centrally available and cannot be installed across the country, models require a certain level of academic qualification and therefore not feasible for school drop outs, and yet the program covers a small number of beneficiaries per annum.

197. Uganda Association of Public and Private Vocational Institutions

(UGAPRIVI): Uganda Association of Public and Private Vocational Institutions is a 5,000 member association of vocational institutions operating in all the regions in Uganda. UGAPRIVI has been mandated by the Directorate of Industrial Training (DIT) to offer support to the vocational training institutions in capacity assessment, assessor trainings, and development of occupational profiles and accreditation of vocational training institutions. UGAPRIVI works closely with some nongovernmental organizations such as Swisscontact, GIZ, JICA, Norwegian Refugee Council and government agencies such as Private Sector Foundation and DIT. Key activities undertaken include support to public and private vocational training institutions, development of occupational profiles, training of occupational assessors, accreditation of assessment centers and monitoring quality of training and assurance. UGAPRIVI works with government to promote non formal skills training within the communities, establishing a system of certification of skills acquired using the 'Workers'PAS' and setting up structures and support for placement and apprenticeship training. Funding for programmes comes from membership contributions, project financing from partners of \$300,000 and development support from partners of \$100,000. UGAPRIVI contributes to youth employment by coordinating quality of training delivery among all member institutions to ensure consistency and compliance to the approved profiles, providing market information on what occupational profiles are most desired and marketable in particular market segments, generating information on the local capacities within vocational institutions for delivery of skills trainings, and evaluates relevance of the trainings provided in order to re-design, review

and adopt new occupational profiles. However, weak local capacities to implement follow up and support vocational institutions in delivery of quality skills trainings, inadequate funding to effectively carry out required tasks as planned with DIT; and lack of clear structural relationships between the training process within the vocational training institutions and other formal training institutions hinder effective deliver of services.

198. An analysis of the above interventions shows that there are a number of actors, both state and non-state that make efforts to improve youth employment outcomes in Uganda. There are very few programmes for promoting youth employment in Uganda. Most programmes highlighted above do not exclusively target only youth; they also target people outside the youth age-group. Additionally, existing programmes are limited in scope and only cover a small number of youth and mainly provide entrepreneurship and training-related programs. Moreover, most programmes are project based and donor dependent thus raising concerns about sustainability and scaling up of interventions to reach a large number of the unemployed youth. There is lack of impact evaluation of the youth employment initiatives to provide important lessons on what works well in producing cost effective youth employment outcomes for the diversity of youth in Uganda. There is lack of interventions to make the labor market work better for youth such as wage subsidies and public works programs.

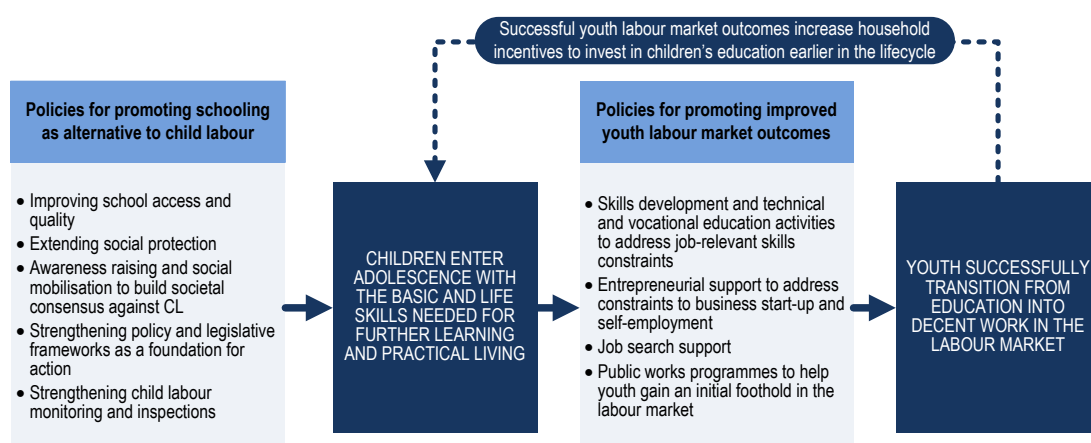
CHAPTER 6.

ADDRESSING CHILD LABOUR AND YOUTH EMPLOYMENT: POLICY PRIORITIES

199. This chapter presents and discusses policy recommendations for addressing child labour and promoting youth employment in Uganda drawing on the evidence presented above, gaps in the existing efforts and lessons learnt from past efforts.

200. Child labour and youth employment are closely linked, underscoring the importance of addressing the two issues hand in hand, following a lifecycle approach. The figure below illustrates key components of an integrated response to child labour and youth employment concerns. A set of child-centred policies are needed to promote schooling as an alternative to child labour, and, following from this, to ensure that children enter adolescence with the basic and life skills needed for further learning and practical living. This foundation is turn crucial to the success of active labour market policies for promoting improved youth employment outcomes, and to ensuring that youth successfully transition from education into decent work in the labour market. This causal chain can also work in the opposite direction: successful youth labour market outcomes can increase household incentives to invest in children's education earlier in the lifecycle.

Figure 51. An integrated response to child labour and youth employment problems



201. Specific policy priorities for responding to child labour and responding to youth labour market concerns are discussed in the next two sections of this chapter.

6.1 Accelerating action against child labour

202. Child labour is a multi-dimensional problem that requires an integrated approach by all stakeholders to address child labour within a given area. Evidence from ILO-IPEC in Uganda show that an integrated area based approach has a great impact on significantly reducing child labour.

According to Thuy 2010⁸⁹, an Integrated Area Based Approach comprises of an integrated set of interventions that simultaneously addresses all the interlinked and systemic issues that perpetuate child labour in a particular area. The IABA aims at reaching out to all child labourers or those at risk; empowering local communities and improving families and communities' livelihoods; thus making a well defined geographical or administrative area or zone "child labour free".

203. Evidence from MV Foundation in India and Kids In Need (KIN) in Entebbe Municipality in Uganda also show that an area-based approach has a potential for creating child labour free zones. According to MV Foundation, an area based approach means concentrating on protecting the rights of all children and ensuring that all of them attend full time formal schools. It involves institution of measures to withdraw children from work and reintegrating them into schools as well as taking measures to ensure that those who are already in schools are retained in school. This ensures prevention of all forms of child labour by working with all stakeholders: teachers, parents, children, unions, community groups, local authorities and employers. The area based approach enables the declaration of "child labour free zones" which would act as an inspiration for all others to join the movement.

204. **Strengthen awareness raising.** Awareness about the causes, manifestations and consequences of child labour is very key in mobilizing communities to take practical actions to address it. Awareness raising increases community understanding and knowledge on child labour, develop and disseminate effective communication messages to heighten awareness on the negative consequences of child labour and on the ways and means to combat it and strengthen community awareness on the child labour laws, policies, enforcement and actions. There is thus need for a national awareness raising strategy that utilizes a mix of communication channels and products including radio, television, and print media and community based channels such as community drama, cinema and dialogue meetings in order to achieve maximum impact. Using multiple communication products targeting different audience has a bigger impact than using a single channel.

205. To support such norms that reject child labour and bring about social change, there is need to employ interrelated, interdependent and interactive strategic communication approaches. A good communication strategy should utilize approaches that provide opportunities to the target audience to give feedback and dialogue on the information being communicated. All the relevant stakeholders including community members, community leaders, religious leaders, teachers, government staff, employers and workers should be meaningfully involved in awareness raising and community mobilization in order to influence the attitudes and norms of community members about child labour. Having a common understanding and knowledge of child labour and legislation for preventing child labour among community members are key in mobilizing community members to take actions to address it.

⁸⁹ Thuy P, (2010). Integrated Area-Based Approach for Child Labour Free Zones: A Review of ILO-IPEC Experiences in Brazil, India, Tanzania & Uganda (Un published Final Draft Report). Geneva. ILO. July 2010.

206. Evidence from Uganda shows existence of norms that condone and perpetuate child labour at household level. Indeed, some of community members regard child labour as a necessity. This is exacerbated by the high opportunity costs of sending children to school especially where the quality of education is poor. It is therefore important to nurture social norms that make child labour unacceptable and the norms that require all children to be in school (Muhangi, et al 2011⁹⁰). The experience of MV Foundation reveals that norms that children should be in school play a larger role in creation of child labour free zones. Norms against child labour and importance of schooling are brought about mainly through dialogue with community members. Creation of child labour free zones is predicated on creation of norms that eventually reject child labour and these norms have to be created through community dialogue. While legislation and enforcement could play an important role on eliminating child labour, this is at best incomplete and we assert that it is important to emphasize dialogue with parents in order to engage with the norms and attitudes that make some parents condone child labour. Baseline information on local knowledge and cultural attitudes towards is needed to tailor communication messages to local contexts. Baseline information on the knowledge, attitudes and practices on child labour is also necessary in order to measure the changes in awareness, attitudes and practices following communication and awareness raising activities.

207. **Promote access to primary education.** There is growing consensus that the most effective way to tackle child labour is to improve access to and the quality of the formal education system so that it attracts and retains children. It is important to ensure the right to full-time quality education by advocating, adopting and implementing laws on free, compulsory education.

- **Promote early childhood education:** Pre-school education is essential contributions to ensuring the right to full-time education, especially for children from poor, vulnerable and/or discriminated groups. Early childhood education creates a good foundation for children's education and transition to primary education and protects children from initiation into child labour. Children below nine years are approximately 11,827,000 children, about 37% of the total population (MGLSD 2013). These children have needs ranging from protection, food and nutrition, health care, interaction and stimulation, sanitation and hygiene, affection, security, and learning, among others, which are being met by various stakeholders.
- **Promote equal access to education:** Strengthening the linkage between child labour and education is essential for successful elimination of child labour. It is important to remove barriers to schooling for all children including schoolbooks, uniforms and school feeding. School feeding programmes, as well as provision of water and sanitation facilities in school, are very important in ensuring participation and achievement in education, especially for poor—often undernourished-children. Government should also increase funding to the education and increase expenditure on the quality of instruction.

⁹⁰ Muhangi, Ngutuku and Okwany (2011) Integrated Area Based Approach and Child Labour Monitoring Systems in Rakai District. International Labour Organisation. Dar-Es Salaam

- **Address the gender gap in education:** Focus on the gender gap in education must be matched by equal attention for the work girls are doing that hampers their participation in full-time education. When girls are attending school they are often dropping out in their early puberty. Efforts to get girls and other vulnerable children to school must be part of an overall strategy that applies to all non-school going children, even if additional measures might be needed. An ‘isolated approach’ for certain groups of girls and other vulnerable children are likely to encounter opposition and to get stuck in ad hoc unsustainable projects.
- **Address the quality of education:** Although the introduction of UPE led to a drastic increase in enrolment in primary schools, there are concerns regarding the declining quality of education owing to large class sizes, teacher absenteeism, lack of appropriate skills by teachers particularly in rural areas. Improving quality education in Uganda will entail introducing reforms that gradually reduce large class sizes and improve teacher: pupil ratios in order to increase contact between teachers and pupils; teacher training to strengthen their knowledge and skills, methods of learning that encourage questioning and children’s participation rather than rote learning, and that are adaptive to children’s different learning needs. Evidence shows that when the quality of education is poor, parents make decisions to remove their children from school due to the perceived low return on education.
- **Support transitional education:** Government should support ‘transitional education’ via incubation centres that offer, classes, extra lessons, and supplementary coaching classes that will help older children to mainstream into full-time education. Part-time education or other forms of non-formal, basic and remedial education for working children should serve as a bridge towards formal full-time education. Permanent part-time education encourages or pushes young children to enter or stay working and often leads to school drop-outs. Existing non-formal systems should be revamped and redesigned in order to enable children to enter formal full-time quality education. Bridging programmes would prevent children who are currently out of school from entering child labour and the labour market prematurely.

208. Expand social protection. There is a common consensus about the importance of social protection in preventing child labour. Social protection mechanisms reduce household vulnerability that predisposes children to child labour as a buffer against shocks. There is no single recipe for implementing social protection programmes to reduce household vulnerability and child labour. Unconditional and conditional cash transfer programmes, including various forms of child support grants, family allowances, needs based social assistance and social pensions, are all relevant to ensuring household livelihoods and supplementing the incomes of the poor. Public works schemes can serve both the primary goal of providing a source of employment to household breadwinners and the secondary goal of helping to rehabilitate public infrastructure and expand basic services, both being potentially relevant in terms of reducing reliance on child labour. Micro loan schemes can help ease household budget constraints and mitigate social risk. Experience from elsewhere – particularly Latin America – suggests that cash transfers schemes conditional on school attendance and removal from child labour represent a particularly promising route for protecting vulnerable households and for promoting schooling as an alternative to child labour. These demand

incentives can provide poor families with additional resources, as well as compensating parents for the foregone economic product from their children's labour. They therefore offer a means of alleviating current income poverty and of addressing the under-investment in children's education that can underlie poverty. The newly introduced Social Assistance Grant for economic Empowerment (SAGE) that comprises the Senior Citizens Grant and Vulnerable Families Grant being piloted in 14 districts offers a good opportunity to engage government to scale up the schemes to cover more vulnerable households in the country. Recent evaluation of the SAGE has been linked to reduced household vulnerability and increased enrolment of children in school.

209. Strengthen child labour monitoring. Supporting key stakeholders at community and district level to undertake child labour monitoring is essential in identifying working children and identifying viable alternatives and support for education and skills training. It is imperative to involve the different stakeholders (community volunteers, religious leaders, women and youth groups, teachers, workers, employers, local leaders and district staff) in child labour monitoring. Sensitizing teachers and actively involving them in child labour monitoring will ensure identification, prevention and withdrawal of children from child labour and hazardous work since teachers are always the first to know when a child has not attended school.

210. Strengthen labour inspections: The Employment Act No.6 (2006) requires districts to appoint Labour Officers to provide technical advice to employers. However out of 90 districts, only 30 have recruited Labour Officers to enforce labour legislation. There is also inadequate funding to the Centre and Local Governments to register and undertake sufficient inspection of workplaces. The level of awareness of the Provisions of the existing Labour Laws is also unacceptably low among the workers and employers. MGLSD should increase dissemination of the labour laws, raise awareness and promote implementation and enforcement of laws and standards. The ministry responsible for labour in collaboration with the tripartite partners and government line ministries should advocate and lobby for recruitment of more labour officers and train them to strengthen labour inspection. Employers and workers should also be trained in labour inspections to enable them know their roles in supporting inspection of workplaces for effective compliance with labour laws.

211. Strengthen enforcement of child labour laws. Poor enforcement of child labour laws owing to inadequate adequate labour officers at district level, limited awareness about labour laws among law enforcement officers, community members and community leaders is a key hindrance to preventing child labour. It is thus imperative for Ministry of Gender, Labour and Social Development to strengthen the capacity of labour officers by recruiting more labour officers and training law enforcement officers in the enforcement of labour laws. It is also important to translate and simplify existing labour laws and disseminate them widely among workers, employers and community members in order to heighten awareness about child labour.

212. Strengthen implementation of National Action Plan for the Elimination of Worst Forms of Child Labour. The government of Uganda developed and launched a National Action Plan for the Elimination of Child Labour 2012/13-2016/17, there is still limited commitment from government in terms of budgetary support to implement the key strategies of the NAP. The NAP provides a framework for actions by different stakeholders to eliminate

all forms of child labour. It is a mainstreaming tool that spells out the roles and responsibilities of all stakeholders, provides a framework for mobilizing resources and sets a timeframe for targets for effectively implementing interventions for the elimination of child labour. The effective implementation of the NAP will depend on the availability of funds from MGLSD and other development partners.

6.2 Accelerating action against youth employment concerns

213. The results presented in this report on the situation of youth employment point to the need for active labour market policies aimed at improving youth labour market outcomes, building on the knowledge foundation acquired during childhood through improved basic education and preventing child labour. Four policy pillars are particularly relevant in this context, two addressing supply-side constraints to employment arising from inadequate or mismatched job skills or inadequate labour market information, and two addressing demand-side constraints to employment arising from low labour demand and limited entrepreneurial opportunities. Active labour market policies are designed to improve labour market outcomes for young people within existing institutional and macro-economic constraints; the broader structural economic reforms needed to reduce youth unemployment in the long run are beyond the scope of this report.

214. To address the problem of youth unemployment in Uganda, there is need for a framework that addresses both supply side and demand-side constraints to youth employment. Supply-side policies should be calibrated to the unique needs of youth with different education levels. For better-educated youth, there is a need to ensure that the right skills are acquired, that skills mismatches within the labour market are reduced, and that labour market mechanisms are in place to facilitate matches between job seekers and employers. For less educated youth, second chance education in its various dimensions is necessary, in order to equip them with the life and job skills needed to exit from low quality and low productively informal sector work. Relevant demand-side policies include promoting youth entrepreneurship as part of a broader effort to address low labour demand and limited business opportunities for young workers. The employment outcomes for female youth are particularly poor and they therefore require special policy measures aimed at providing them equal opportunities in the labour market. ILO research shows that macroeconomic policies can influence youth employment by: implementing targeted demand-side interventions with particular impact on youth employment (e.g. labour intensive infrastructure works, public employment programmes, wage and training subsidies); and ensuring adequate and predictable funding for targeted youth employment interventions (ILO 2013⁹¹).

215. **Skills development.** Education and training systems are key determinants of youth employment outcomes: they provide young people with the right skills and attitudes to prepare them for the world of work and, therefore, facilitate the school-to-work transition. For young people who never attended school or who left school early, second-chance

⁹¹ ILO (2013). Global Employment Trends: A Generation at Risk. International Labour Organization. Geneva

initiatives can be particularly relevant as they facilitate the acquisition of basic knowledge and competencies for the labour market. Training and skills development strategies should ensure that training provision includes both technical and core skills for employability (e.g. communication, teamwork and problem-solving skills) that are portable across occupations, enterprises and sectors. The presence of work experience components in business technical vocational education and training (BTJET) programmes increases the capacity of trainees to practise their skills in a real work setting. The BTJET Strategic Plan (2011-2020) spells key strategies for promoting skills acquisition of youth and strengthening institutional capacities of BTJET institutions and enhancing access of disadvantaged target groups, particularly females and persons with disabilities to skills development.

216. There is thus need to put emphasis should therefore be put on implementing the BTJET strategic plan and Employment Policy. This should include strengthening existing regional youth skills centres through retooling, staffing and capitalization. One way to help prevent skills mismatch and its adverse consequences for the labour market is to ensure that training strategies contain provisions for anticipation of future skills needs and for aligning training delivery with changing needs in the labour market. The National Employment Policy supports the Promotion of job-placement, volunteer schemes and or internship to enable young acquire the requisite job training and hands on experience in order to enable youth acquire work related competencies and increase the employability of youth. This underscores the need for public-private-partnerships between training institutions, employers and government. When workplace and classroom learning are combined, there is broad recognition of the skills acquired in the labour market. There is need to strengthen investments in the development and upgrading of BTJET instructors and make existing instructors fit for the new competence requirements in the course of the Uganda Vocational Qualification Framework implementation. This will require reconfiguring the training system will be reconfigured, which includes aligning the curriculum reform to the current and future labour market requirements.

217. **Job search support.** One of the key challenges hindering effective transition of youth to the labour market is lack of labour market information. Labour market information is currently not systematically and regularly collected in Uganda. Available information is scarce and sketchy, especially on skill needs. For instance the Ministry of Gender, Labour and Social Development runs a manual labour market information system that is not easily accessed by youth. Accurate and timely labour market information on jobs is important for youth seeking for employment. Although the Employment Policy plans to strengthen the ministry responsible for labour to play its role as the national and regional depository for labour and employment management information, it is not clear how labour market information will be shared with the job seekers.

218. The Ministry of Gender, Labour and Social Development should establish an employment agency that should be responsible for providing timely and accurate labour market information to job seekers and employers about the available employment opportunities, and the skills required. Since many young people are unable to relate the skills and experience they have gained to the needs of enterprises, the employment agency should help jobseekers to effectively match their qualifications to the demands of the labour market through providing individual career

guidance, the preparation of functional curricula vitae and support in the development of employment plans. The agency should liaise with education institutions to provide their career guidance staff with important information on both current and future labour market needs. Deliberate effort should be made to ensure that out of school, rural and disadvantaged youth access labour market information and job search services since they are likely to be left out.

219. Promoting youth entrepreneurship and self employment. Youth entrepreneurship is one of the most relevant interventions for combating youth unemployment and has a high potential for employment creation. However, young people have fewer business skills, less knowledge and experience, less savings and reduced access to credit, business networks and sources of information than older individuals. The National Employment Policy indicates the provision of support to young people, particularly women to make transition from informal to formal employment through improved access to training, business development services, and access to low interest microfinance as one of the key strategies for promoting youth employment. Some of the strategies for promoting youth entrepreneurship and self employment include: supporting an entrepreneurial culture by including entrepreneurship education and training in school to change attitudes towards young entrepreneurs; easing access to finance, including by guaranteeing loans and supporting micro-credit initiatives; increasing the range of support services to young entrepreneurs such as market information and business development services. Embedding entrepreneurship in primary, secondary and tertiary education curricula is an effective way of changing attitudes towards young entrepreneurs. The Youth Venture Capital Fund that was initiated in 2012 should be scaled up to reach more youth, particularly women. Experiences from the Youth Opportunities Programme under Northern Uganda Social Action Fund (NUSAF) show that most youth who received business grants established successful businesses and created employment.

220. Public works programmes. There is lack of information on public work programmes and the number youth accessing jobs through this programme. There is lack of collaboration between Ministry of Gender, Labour and Social Development and Ministry of Transport and other ministries that implement public works programmes. Thus, macroeconomic policies focusing on targeted demand side interventions such as labour intensive infrastructure works have a potential for reducing unemployment in Uganda. Public works programmes will promote the provision of temporary income support and activities to long-term unemployed youth.

STATISTICAL APPENDIX

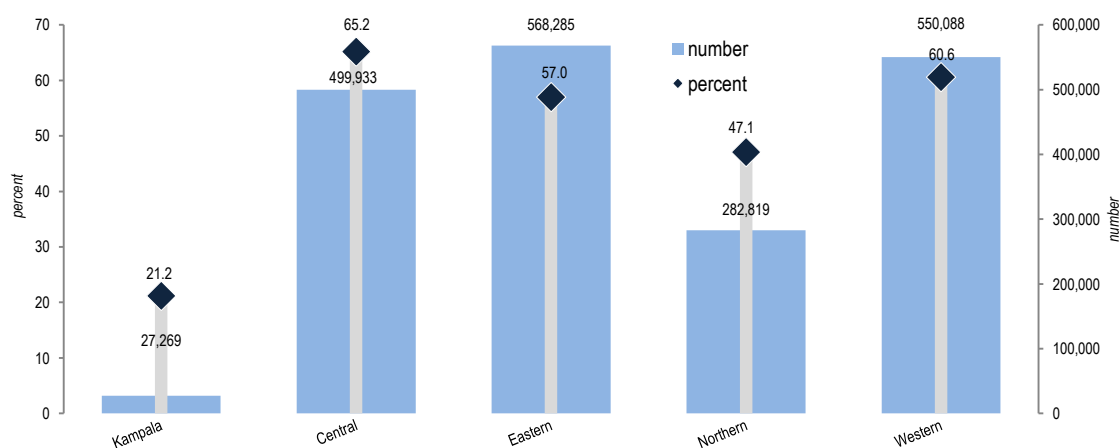
Children's work

Table A1. Children's involvement in employment, by age range, sex and residence

		5-11 years		12-13 years		14-17 years	
Background characteristics		%	No.	%	No.	%	No.
Sex	Male	22.0	734,115	49.4	505,297	58.5	1,009,937
	Female	21.5	715,722	48.6	525,620	54.9	918,457
Residence	Urban	7.1	60,658	17.7	47,799	30.0	149,220
	Rural	23.9	1,389,179	53.5	983,118	61.3	1,779,174
Total		21.7	1,449,837	49.0	1,030,917	56.7	1,928,394

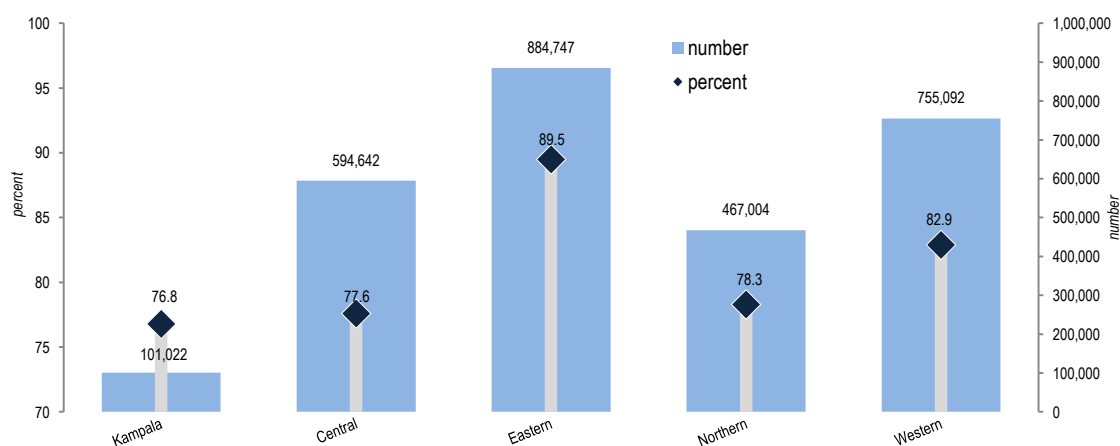
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure A1. Percentage and number of children in employment, 14-17 years age group, by region



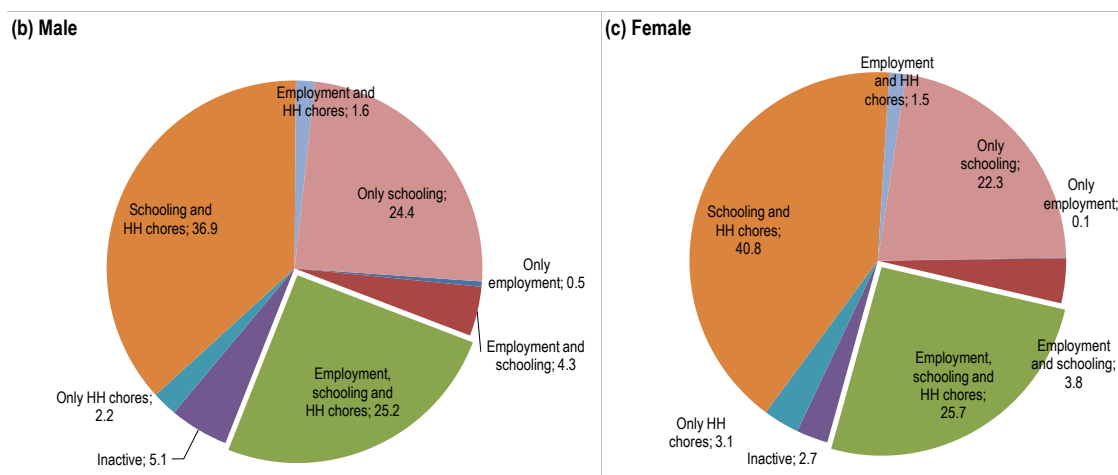
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure A2. Percentage and number of children attending school, 14-17 years age group, by region



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure A3. Child activity status when household chores are also taken into consideration, 6-13 years age group, by sex



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Table A2. Sector and status of children in employment, 14-17 years age group, by residence and sex-add total

Sector and status		Total	Residence		Sex	
			Urban	Rural	Male	Female
Sector of employment	Agriculture	57.2	23.5	60.0	58.9	55.4
	Subsistence agriculture ^(b)	32.2	24.4	32.9	30.0	34.7
	Manufacturing	1.9	5.9	1.6	2.3	1.5
	Commerce	3.2	15.0	2.2	3.7	2.7
	Service	3.9	25.1	2.1	2.8	5.1
	Other sector ^(a)	1.6	6.2	1.2	2.4	0.7
	Total	100	100	100	100	100
Status in employment	Paid worker	8.9	34.3	6.8	10.5	7.2
	Self-employed	19.0	15.4	19.3	21.2	16.5
	Unpaid family work	71.9	49.5	73.8	68.2	76.0
	Other status	0.2	0.8	0.2	0.1	0.3
	Total	100	100	100	100	100

Notes: (a) The category "Other" includes mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies; (b) The category "subsistence agriculture included work in the household farm exclusively for the household's final consumption

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Table A3. Average weekly working hours^(a), children aged 14-17 years, by sex, residence and schooling status

		Schooling status		Total ^(a)
		Employment exclusively	Employment and schooling	
Sex	Male	38.1	13.5	20.9
	Female	42.9	13.7	22.8
Residence	Urban	61.9	15.2	41.1
	Rural	36.3	13.5	19.9
Total		40.4	13.6	21.8

Notes: (a) Weekly working hours do not cover employed working in subsistence agriculture. (b) Refers to all those in employment, regardless of schooling status.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Table A4. Average weekly working hours^(a) in the main job, by sex, residence, employment sector and status in employment, children aged 14-17 years

		Sex		Residence		Total
		Male	Female	Urban	Rural	
Sector of employment	Agriculture	17.5	15.9	13.9	16.8	16.7
	Manufacturing	33.4	45.1	38.7	37.8	38
	Commerce	40.6	31.5	34.7	38.4	37
	Service	34.2	79.3	69.7	57	63.2
	Other sector ^(b)	45.8	37.2	41.1	45.3	44.1
Status in employment	Paid worker	41.3	63.8	62.2	45	50.2
	Self-employed	20.3	20.1	29.8	19.6	20.2
	Unpaid family work	15.7	16.4	18.7	15.9	16.1
	Other status	83	32.5	57.3	43.5	47.4

Note: (a) Weekly working hours do not cover employed working in subsistence agriculture. (b) Refers to all those in employment, regardless of schooling status. (b) The category "Other sector" includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

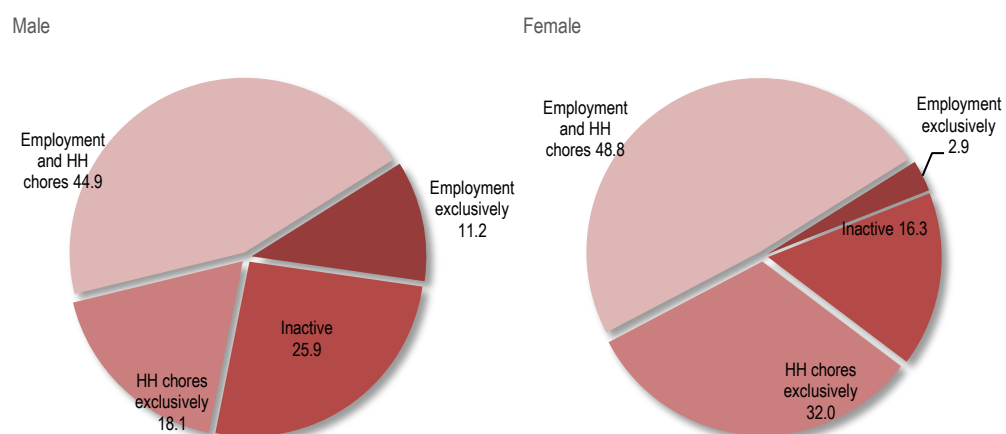
Table A5. Summary statistics of variables used in the bipoit estimations, children aged 6-13 years

Explanatory variables		Average	S.d.	min	max
Child characteristics	Age	9.472822	2.299462	6	13
	Age squared	95.02121	43.8364	36	169
	Male	0.495555	0.500012	0	1
	Migrated	0.1028504	0.3037833	0	1
	Orphan of mother	0.0258465	0.1586874	0	1
	Orphan of father	0.1057121	0.3074886	0	1
	Double orphan	0.0341173	0.1815423	0	1
	Not orphan	0.8343241	0.3718135	0	1
	Sick mother and/or father	0.1322073	0.3387375	0	1
Household head characteristics	Male household head	0.6999492	0.4583089	0	1
	No education	0.2598191	0.4385636	0	1
	Primary	0.4680879	0.4990128	0	1
	Secondary	0.1888889	0.3914456	0	1
	Higher than secondary	0.0832041	0.2762084	0	1
	Household head employee with social security and/or medical benefits	0.0491782	0.2162539	0	1
Household composition	Household size	7.182118	2.56927	2	24
	Number of children aged 0-5	1.312421	1.140429	0	8
	Number of persons aged 65+	0.1188722	0.3674028	0	3
	Number of adults aged 18-64	2.26505	1.146892	0	11
Household wealth	Income per capita: quintile 1	0.1230096	0.32847	0	1
	Income per capita: quintile 2	0.1790074	0.383384	0	1
	Income per capita: quintile 3	0.2058121	0.4043206	0	1
	Income per capita: quintile 4	0.2444268	0.4297753	0	1
	Income per capita: quintile 5	0.2477442	0.4317311	0	1
	Number of animals owned	8.937077	45.0164	0	1500
Access to basic services	Access to tap water	0.1808456	0.384915	0	1
	Access to electricity	0.1238573	0.3294399	0	1
Place of residence and Regions	Urban	0.2454915	0.4304056	0	1
	Kampala	0.0774702	0.267353	0	1
	Central	0.1968504	0.3976436	0	1
	Eastern	0.1855474	0.3887657	0	1
	Northern	0.3806198	0.4855701	0	1
	Western	0.1595123	0.3661764	0	1

Observation 7,874

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Figure A4. Activity status of out-of-school children, 10-13 years age group, by sex



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Youth employment

Youths aged 15-24 years

Table A6. Decomposition of population, persons aged 15-24 years, by residence, sex, age range and migration status

		Decomposition of labour force (% population)							
		Inactive			Active				
		Discouraged worker ^(a)	Student	Other inactive	Employed		Unemployed ^(c)		Total
					Student ^(b)	Not student	Looking for fist job ^(d)	Previously employed	
Residence	Urban	2.8	36.9	9.2	11.3	32.0	3.5	3.1	100
	Rural	0.5	22.3	4.6	29.5	41.4	0.5	0.6	100
Sex	Male	0.9	26.1	2.8	31.3	36.6	0.9	0.7	100
	Female	1.0	23.9	8.0	21.1	42.6	1.2	1.3	100
Age range	15-19	0.8	32.9	4.4	35.2	24.6	0.7	0.5	100
	20-24	1.2	12.1	7.0	11.4	63.9	1.6	1.9	100
Migration status	Migrated	1.4	17.3	8.5	10.6	57.0	1.8	2.6	100
	Not migrated	0.8	26.5	4.7	29.3	36.2	0.9	0.7	100
Total		0.9	25.0	5.4	26.1	39.6	1.0	1.0	100

Notes: (a) Discouraged workers are defined as those who are not working, report to not looking for a work because they feel discouraged about their prospects for success, but would accept a job if offered. (b) There is about 1.4% of missing observations of the school attendance for youth aged 15-24 years and about 0.6% of missing observations of school attendance for employed youth aged 15-24 years. (c) There is about 3.1% of missing observations of unemployment status for not employed youth aged 15-24 years, that constitutes about 2.2% of the total population of youth. (d) There is about 4.5% of missing observations of the variable looking for first job/previously employed for unemployed youths.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

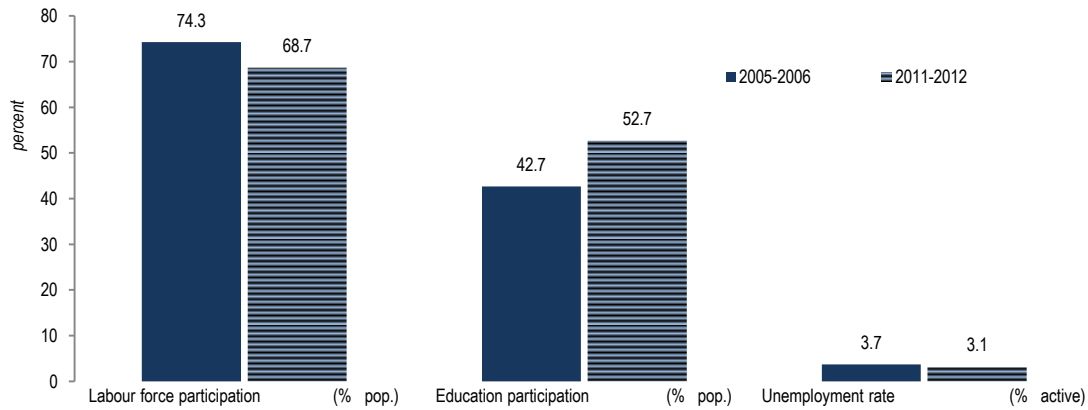
Table A7. Aggregate labour market indicators, persons aged 15-24 years, by residence, sex, age range and migration status

Population category		Labour mkt. participation (% pop.)	Education participation (% pop.)	Inactive and out of education (% pop.)	NEET ^(a) (% pop.)	Employment rate (% active)	Unemployment rate (% active)	Relaxed unemployment rate ^(b) (% expanded active)
Residence	Urban	51.2	52.4	10.7	15.4	86.5	13.5	24.3
	Rural	72.6	52.8	4.9	5.7	98.5	1.5	3.4
Sex	Male	70.3	59.0	3.1	4.3	97.6	2.4	5.1
	Female	67.1	46.6	8.6	10.5	96.2	3.8	7.9
Age range	15-19	61.9	69.8	4.6	5.4	98.0	2.0	5.3
	20-24	79.6	24.9	8.1	10.8	95.5	4.5	8.0
Migration status	Migrated	72.8	29.5	9.4	13.2	93.8	6.2	11.3
	Not migrated	67.9	57.3	5.2	6.3	97.5	2.5	5.5
Total		68.7	52.7	5.9	7.5	96.9	3.1	6.5

Notes: (a) NEET refers to youth who are not in education or employment. It is a measure that therefore reflects both youth who are inactive and out of education as well as youth who are unemployed; (b) Relaxed unemployment considers both unemployed workers and all individuals who are not working and available for work. The relaxed unemployment rate is the sum of unemployed workers and not working individuals available for work expressed as a percentage of the expanded active population. The expanded active population, in turn, comprises not working individuals available to work and the active population.

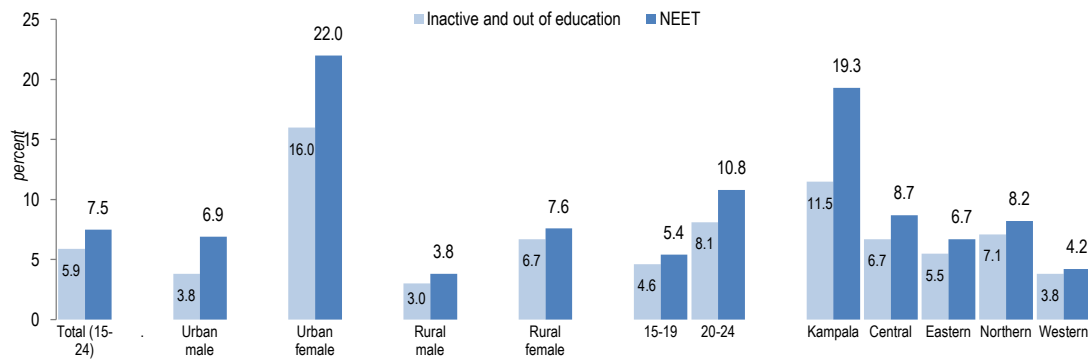
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Figure A5. Trends in aggregate labour market indicators, 15-24 agegroup, 2005/2006-2011/2012



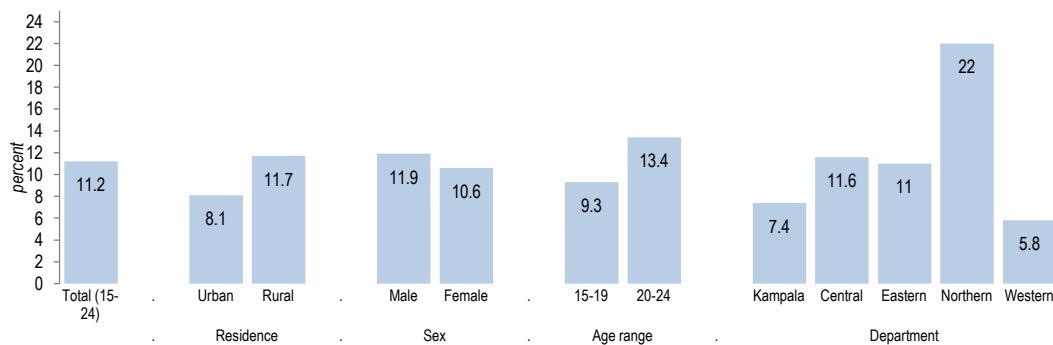
Source: UCW calculations based on Uganda National Household Survey (UNHS), 2005/2006 and Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Figure A6. Percentage of young people who are inactive and out of education and in NEET, by sex, age range, residence and Region



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure A7. Youth underemployment rate^(a) (percentage of employed population aged 15-24 years), by residence, sex, age range and region



Notes: (a) Information on underemployment does not cover employed in subsistence agriculture. The time-related underemployment rate is defined as the number of employed persons in situations of underemployment expressed as a percentage of total persons in employment. A person is considered in a situation of underemployment, in turn, if he/she works less than 40 hours a week and would like to work more hours.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Table A1. Sector of employment, percentage of employed persons aged 15-24 years, by sex and residence

Sector of employment	Sex		Residence		Total
	Male	Female	Urban	Rural	
Agriculture	57.0	56.2	16.5	62.2	56.6
Subsistence agriculture ^(b)	20.3	23.8	9.5	23.8	22.0
Manufacturing	3.8	2.8	9.0	2.5	3.3
Commerce	7.5	6.9	26.7	4.5	7.2
Service	7.3	9.8	31.4	5.4	8.5
Other sector ^(a)	4.1	0.6	6.9	1.8	2.4
Total	100	100	100	100	100

Note: (Notes: (a) The category "Other" includes mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies; (b) The category "subsistence agriculture included work in the household farm exclusively for the household's final consumption

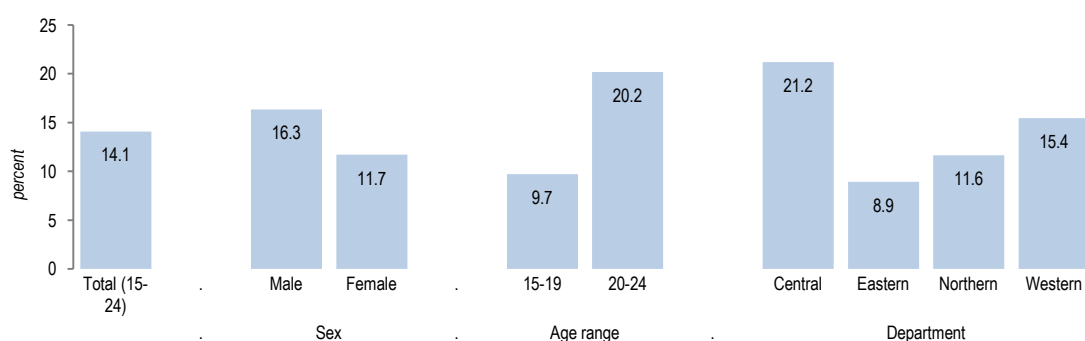
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012..

Table A2. Status in employment, percentage of employed persons aged 15-24 years, by sex and residence

Sector of employment	Sex		Residence		Total
	Male	Female	Urban	Rural	
Paid worker	20.1	12.6	45.8	12.3	16.4
Self-employed	40.6	47.7	34.2	45.5	44.1
Unpaid family work	38.8	38.8	18.6	41.6	38.8
Other status	0.5	0.9	1.5	0.6	0.7
Total	100	100	100	100	100

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

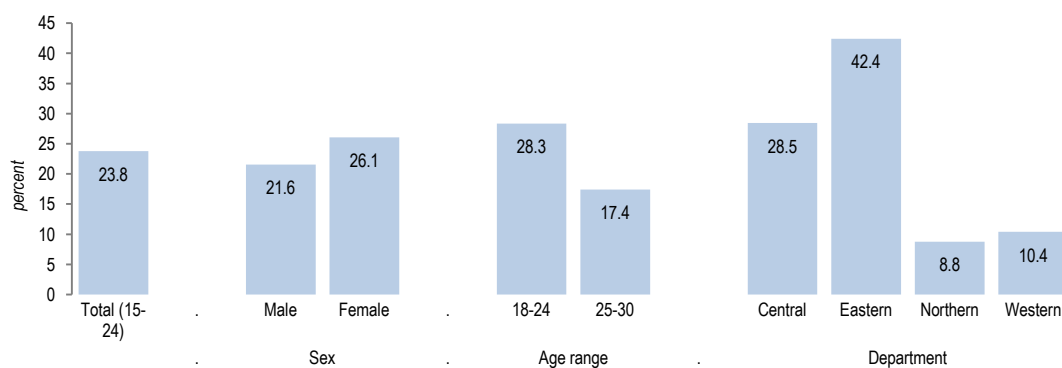
Figure A8. Rural non-farm^(a) enterprise employment (percentage of employed rural youth aged 15-24 years), by residence, sex, age range and region



Notes: (a) Non-farm workers are defined as those working outside the agriculture sector.

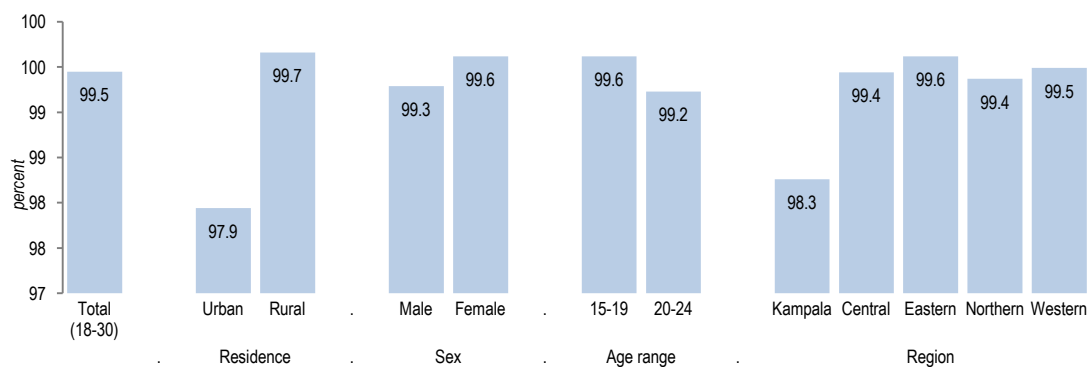
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure A9. Subsistence agriculture^(a) (percentage of employed rural youth aged 15-24 years), by residence, sex, age range and region



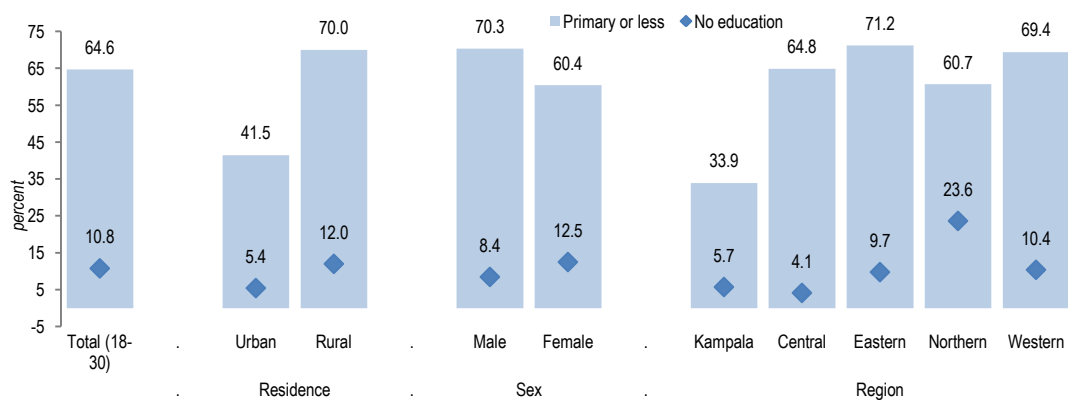
Notes: (a) Subsistence agriculture is defined as agriculture production on own farm exclusively for household final consumption
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure A10. Employment informality, employed youth aged 15-24 years, by sex, residence and region



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure A11. Educational attainment, non-student population aged 15-24 years, by sex, residence and department



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Youths aged 18-30 years

Table A3. Decomposition of labour force, persons aged 18-30 years, by region

		Decomposition of labour force (% population)					
Category		Inactive			Active		
		Discouraged worker ^(a)	Student ^(b)	Other inactive	Employed		Unemployed ^(c)
					Student ^(b)	Not student	
Region	Kampala	2.1	13.9	10.8	3.9	56.6	5.1
	Central	1.2	9.9	7.9	8.8	68.2	1.2
	Eastern	1.2	11.3	6.3	15.7	63	1.1
	Northern	0.6	11.8	6.3	7.7	71.3	1.1
	Western	0.2	10.8	4.3	10.8	72.4	0.4
							100

Notes: (a) Discouraged workers are defined as those who are not working, report to not looking for a work because they feel discouraged about their prospects for success, but would accept a job if offered. (b) There is about 1.0% of missing observations of the school attendance for youth aged 18-30 years and about 0.3% of missing observations of school attendance for employed youth aged 18-30 years. (c) There is about 2.6% of missing observations of unemployment status for not employed youth aged 18-30 years, that constitutes about 1.4% of the total population of youth. (d) There is about 2.9% of missing observations of the variable looking for first job/previously employed for unemployed youths.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Table A4. Education level and youth activity status, non-student population aged 18-30 years

Distribution across activity status categories					
Education level	Inactive		Active		Total
	Discouraged worker ^(a)	Other inactive	Employed	Unemployed	
No education	0.6	13.4	84.8	1.0	100
Primary	0.8	6.6	90.3	2.1	100
Secondary incomplete	1.3	9.8	84.1	4.6	100
Secondary completed	1.6	13.8	78.3	5.9	100
Higher than secondary	1.7	4.6	84.1	8.7	100
Total	1.0	8.2	87.5	3.1	100

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

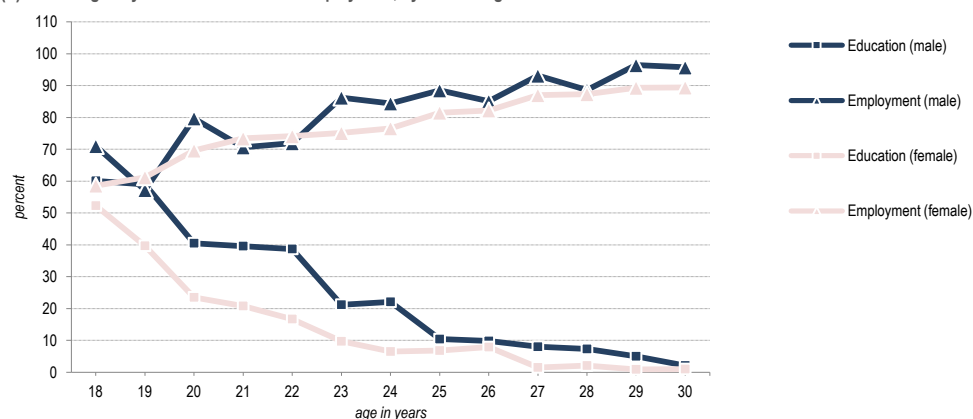
Table A5. Education level and youth activity status, non-student population aged 18-30 years

Distribution within activity status categories					
Education level	Inactive		Active		Total
	Discouraged worker ^(a)	Other inactive	Employed	Unemployed	
No education	8.2	21.2	12.6	4.3	13.0
Primary	46.2	44.8	57.5	38.5	55.7
Secondary incomplete	29.3	25.8	20.9	32.8	21.8
Secondary completed	4.6	4.5	2.4	5.2	2.7
Higher than secondary	11.7	3.7	6.5	19.2	6.8
Total	100	100	100	100	100

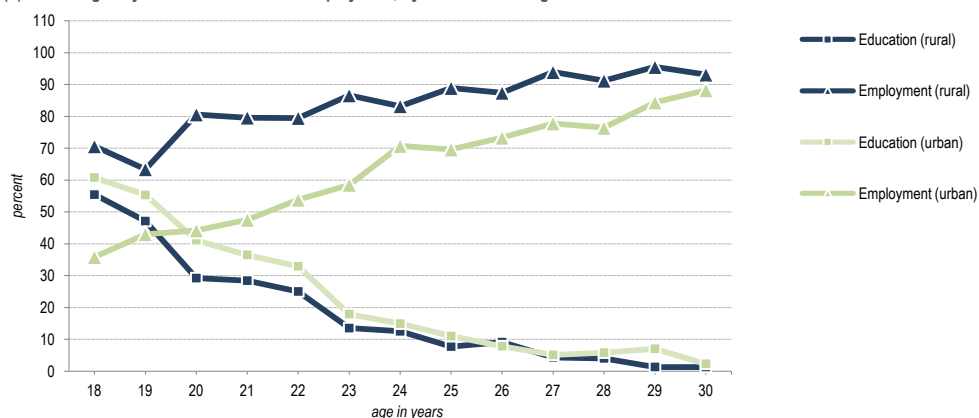
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure A12. Activity patterns of youth over the 18-30 years age range vary considerably by sex and residence

(a) Percentage of youth in education and employment, by sex and age



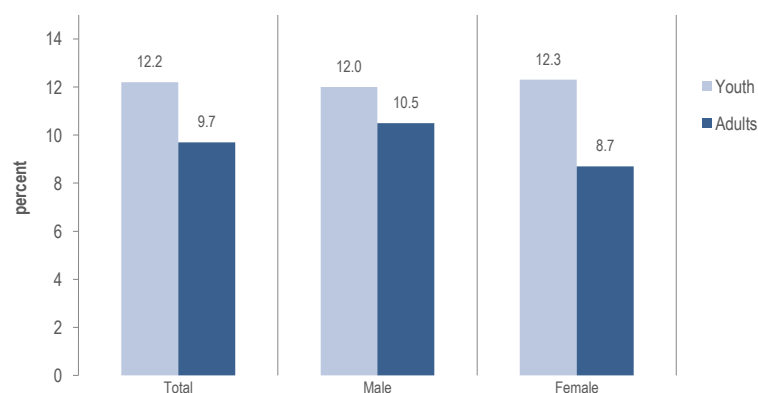
(b) Percentage of youth in education and employment, by residence and age



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure A13. Young people in the labour force face a higher risk underemployment than their adult counterparts

Underemployed persons as a percentage of employed persons (underemployment rate),^(a) youth and adult workers



Notes: (a)

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure A14. Unpaid family workers as a percentage of employed persons, youth and adult workers

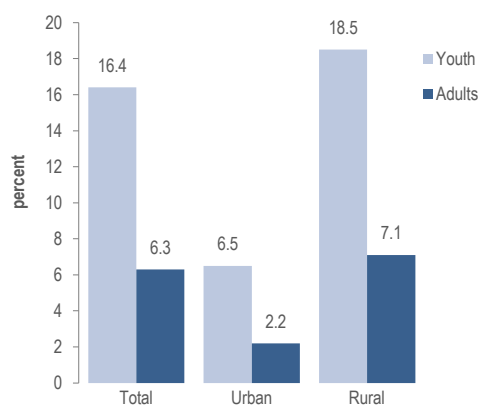


Table 23.

Notes: (a) The time-related underemployment rate is defined as the number of employed persons in situations of underemployment expressed as a percentage of total persons in employment. A person is considered in a situation of underemployment, in turn, if he/she works less than 40 hours a week and would like to work more hours.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Table A6. A matrix of unconditional hazardous work

Sectors	Activities	Hazardous condition	Risks and possible consequences ^{92,93}
Trafficking	<ul style="list-style-type: none"> Domestic work Commercial sexual exploitation 	<ul style="list-style-type: none"> Loss of identification Separation from family Physical and sexual abuse Bondage 	<ul style="list-style-type: none"> Sexually transmitted diseases (including HIV/AIDS) Emotional/psychological trauma Impaired moral development Cuts and wounds Loss of dignity/self-esteem
Commercial sexual exploitation	<ul style="list-style-type: none"> Providing sexual services Engagement in child pornography 	<ul style="list-style-type: none"> Involuntary (forced) labour Exposure to physical violence Sexual abuse Exposure to drugs 	<ul style="list-style-type: none"> Sexually transmitted diseases (including HIV/AIDS) Unwanted pregnancy and abortion Emotional/psychological trauma Impaired moral development Cuts and wounds Loss of dignity/self-esteem
Armed conflict	<ul style="list-style-type: none"> Children abducted to join fighting forces Children conscripted to join the military Portering supplies Spying to gather information Sexual slavery 	<ul style="list-style-type: none"> Exposure to violence (target and perpetrator) Sexual and physical abuse Isolation from family Using dangerous weapons Deprivation of food/water Carrying heavy loads 	<ul style="list-style-type: none"> Emotional/psychological trauma Impaired moral development Cuts and wounds Injuries/disability Sexually transmitted diseases (including HIV/AIDS) Fatigue Stunted growth and deformity

⁹² Any other sectors/activities that could deny children the right to education by preventing their attendance at school are considered hazardous. Consequences of denial of education might include limited cognitive development, lack of basic literacy/numeracy skills, and limited opportunities for future productive employment.

⁹³ Any hazardous activity could potentially cause the death of the child. The ultimate consequence of hazardous work, across sectors, is death.

Table A7. A matrix of conditional hazardous work

Sectors	Activities	Conditions under which the work is hazardous	Risks and possible consequences
Agriculture	<ul style="list-style-type: none"> From Digging, Planting, Growing, Harvesting, Processing, and Marketing: <ul style="list-style-type: none"> Tobacco Tea Rice Sugar cane Maize milling Cotton Horticulture 	<ul style="list-style-type: none"> Noise and vibration Carrying heavy loads Exposure to dust, fumes Exposure to hazardous chemicals (pesticides) Exposure to extreme temperatures Using tractors and dangerous machinery Long hours of work Exposure to smoking Animal attack 	<ul style="list-style-type: none"> Loss of hearing Poisoning (acute and chronic) Cuts and wounds Fatigue Long term health problems Respiratory diseases Musculoskeletal injuries
	<ul style="list-style-type: none"> Subsistence farming Hunting 	<ul style="list-style-type: none"> Long hours Animal attack Carrying heavy loads Use of sharp objects Walking long distances 	<ul style="list-style-type: none"> Fatigue Injury from animal attack Accidents Musculoskeletal injuries Cuts and wounds
	<ul style="list-style-type: none"> Animal herding 	<ul style="list-style-type: none"> Animal attacks Long hours Isolation Walking long distances 	<ul style="list-style-type: none"> Fatigue Psychological stress Injury from animal attack Accidents Infection with animal diseases
Fishing	<ul style="list-style-type: none"> Paddling boats/canoes Loading boats/canoes Fishing Smoking fish 	<ul style="list-style-type: none"> Long hours Work at night Sudden shifts in weather Carrying heavy loads Animal attacks Travelling across deep water 	<ul style="list-style-type: none"> Drowning Water-borne diseases Fatigue
Domestic work	<ul style="list-style-type: none"> cleaning cooking washing child minding 	<ul style="list-style-type: none"> Handling sharp instruments Working with machinery and tools Working long hours Isolated from family Handling fire and hot objects Sexual harassment/abuse Inadequate food 	<ul style="list-style-type: none"> Musculoskeletal injuries Cuts and wounds Emotional/psychological stress or trauma Burns Fatigue Stunted physical development
Construction	<ul style="list-style-type: none"> Brick making Portering Carpentry work Building Road construction 	<ul style="list-style-type: none"> Exposure to chemicals Exposure to fumes, dust Exposure to fire and excessive heat Working long hours Carrying heavy loads Excessive noise/vibration Exposure to dangerous tools Exposure to dangerous heights and depths 	<ul style="list-style-type: none"> Burns Musculoskeletal injury Cuts and wounds Respiratory diseases Fatigue Loss of hearing Stunted growth and deformity
Mining	<ul style="list-style-type: none"> Sand harvesting Quarrying Stone crushing Digging in caves/tunnels 	<ul style="list-style-type: none"> Exposure to fumes, dust Exposure to fire and excessive heat Working long hours Carrying heavy loads Falling rocks or objects Excessive noise/vibration Working at heights or below ground 	<ul style="list-style-type: none"> Burns Musculoskeletal injury Cuts and wounds Respiratory diseases Fatigue Loss of hearing
Urban informal sector	<ul style="list-style-type: none"> Working in markets Hawking Street vending Begging Scavenging and stealing Welding Cross-border smuggling 	<ul style="list-style-type: none"> Exposure to drugs Exposure to chemicals Exposure to physical and sexual abuse Traffic accidents Working long hours Working at night Carrying heavy loads Unsanitary conditions 	<ul style="list-style-type: none"> Cuts and wounds Emotional/psychological stress Injuries Fatigue Loss of self-esteem Drug addiction Loss of hearing Damage to eyesight
Entertainment	<ul style="list-style-type: none"> Hotels/bars/restaurants Casinos Video parlors Night clubs 	<ul style="list-style-type: none"> Sexual harassment/abuse Long hours Work at night Work with knives/sharp objects Exposure to immoral behaviour 	<ul style="list-style-type: none"> Emotional/psychological stress Sexually transmitted diseases (including HIV/AIDS) Cuts and wounds Impaired moral development Loss of dignity/self-esteem

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